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ABSTRACT

The objectives of this phase, Phase 2, of the Schools and Neighborhoods Research Study were designed to yield research that would lead to action. The overall goal of improving communication and cooperation between the city, school district, and Seattle citizens was the basic consideration. The following were the objectives of this phase: to document the separate jurisdictional powers and responsibilities of the Seattle School District No. 1 and the Seattle municipal government; to identify and document city and school district fiscal, policy, and program planning processes; to select areas for development of planning and administrative coordination of policies and procedures, examine existing planning processes and administrative procedures in areas chosen for indepth study, and identify present provisions for city/school interface; and, based on the interface gaps identified in the first three objectives, to draft recommended modifications, and additions to the planning process or administrative procedure under study and develop joint city/school district policy governing the proposed changes. (Author/IRT)

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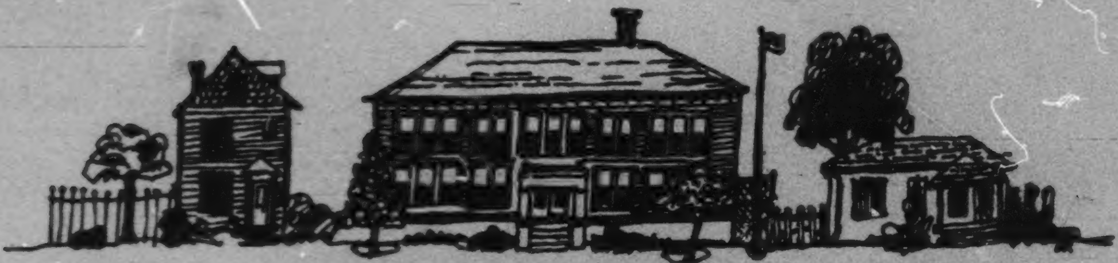

SCHOOLS AND NEIGHBORHOODS RESEARCH STUDY

School District/City Relationships

CITY OF SEATTLE and
SEATTLE PUBLIC SCHOOLS

2

EA 009 186

NATIONAL INSTITUTE OF EDUCATION PROJECT NO. NIE-G-75-0026

SCHOOLS AND NEIGHBORHOODS RESEARCH STUDY

PHASE TWO - SCHOOL DISTRICT/CITY RELATIONSHIPS

PREPARED FOR:

SEATTLE SCHOOL DISTRICT
CITY OF SEATTLE
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TABLE OF CONTENTS

Page

INTRODUCTION v

Chapter

I. CITY AND SCHOOL DISTRICT POWERS AND RESPONSIBILITIES 1

Introduction 2

Resource Material 4

Municipal Powers 5

School District Powers 13

Municipal Functions and Related School District Responsibilities . . 17

Public Safety 17
Public Health 38
Social Services 45
Parks and Recreation 50
Library 56
Urban Planning and Development 59
Environmental Control 64
Public Utilities and Public Works 67
Transportation 70

Recommendations 77

II. PLANNING PROCESSES 81

Introduction 82

Policy Planning Processes 83

City of Seattle - Comprehensive Policy Planning 83
City of Seattle - Neighborhood Planning 90
Seattle School District Planning and Policy Development 95
Policy Planning Recommendations 99

Fiscal Planning Processes 103

City of Seattle - Budget Process 103
Seattle School District - Budget Process 112
Fiscal Planning Recommendations 121

Capital Improvement/Facilities Planning Processes 123

City of Seattle - Capital Improvement Program Planning Process . . 123
Seattle School District - Facilities Planning 128
Capital Improvement Program/Facilities Planning Recommendations . 133

TABLE OF CONTENTS (Continued)

Page

Program Planning Processes 136

City of Seattle - Department of Human Resources 136
City of Seattle - Personnel/Civil Service Department. 137
City of Seattle - Parks and Recreation Department 142
City of Seattle - Traffic Safety Planning Process 143
Seattle School District - Curriculum Planning 145
Program Planning Recommendations 147

Attachments 149

III. SUMMARY AND RECOMMENDATIONS 157

Introduction 158

Summary 159

School District Intervention 159
City Intervention 161
Impediments to Cooperation 162
Existing School District/City Relationships 163

Recommendations - Powers and Responsibilities 168

Recommendations - Planning Processes 171

Recommendations - Institutional Linkages 182

Recommendations - Departmental Linkages 186

IV. BIBLIOGRAPHY 191

INTRODUCTION

Four important changes that profoundly affect school districts and cities have occurred in American society during the last ten years. The first of these changes is the reduction in the birth rate from 23 per 1,000 in 1965, to 16 per 1,000 in 1975. The second is the corresponding drop in resources available to school districts that receive funds primarily on the basis of enrollment. The third and generally positive change is the tremendous increase in citizen involvement in local governmental decisions through advisory committees, citizen's task forces, hearings, etc. Fourth is the increased use of cities and urban school districts as tools to accomplish desegregation, part of the long-range goal of an integrated society.

Phase I of the National Institute of Education Schools and Neighborhoods Research Study (Schools and Neighborhoods Study) investigated the effects of some of these fundamental changes. In what follows below, Phase II addresses the need for City/School District cooperation in light of the changes affecting both institutions.

As two distinct legal entities charged by state law with separate functions and responsibilities, the City and the School District develop policies and plan programs independently of each other. The decisions and actions of one agency, however, may greatly impact the program and budget planning of the other. A growing recognition of this fact is apparent in the City Council's response to school closure proposals in 1974 and 1976 and the School Board's recent position statement on redlining. Clearly, the decisions of either agency can have an adverse or positive impact on the actions of the other, and upon the future health of the City.

Furthermore, in responding to the needs of their constituencies, the School District and City sometimes provide similar, frequently overlapping, services. This may take the form of offering like programs (i.e., health services for needy children); providing programs that appear to be more appropriately provided by the other (i.e., student safety patrols); or cooperating on programs that are mutually beneficial (i.e., recreation programs). In addition, the two agencies provide services to one another (i.e., the City provides police and fire protection to the School District and the School District allows the City to use its facilities for recreation and other programs). The interrelationships suggested by these services are extensive; the two agencies are definitely interdependent.

Historically, the School District and City have worked out cooperative arrangements in the exchange of services and property. In recent years, as both the School District and the City have been faced with budgetary constraints, they have each looked for ways to cut expenditures or increase revenues. This has resulted in more extensive negotiations to arrive at mutually agreeable positions in relation to facilities, programs and services that are provided jointly or by one agency for the benefit of the other. Basic to resolving the issues surrounding cooperative services is an understanding of the respective powers and responsibilities of each agency.

The objectives of Phase II of the Schools and Neighborhoods Study were designed to yield research that would in turn lead to action. The overall goal of improving communication and cooperation between the City, School District and Seattle citizens was the basic consideration throughout the study. The following objectives of the Schools and Neighborhoods Study are included in Phase II:

Objective 4. *To document the separate jurisdictional powers and responsibilities of the Seattle School District No. 1 and the Seattle municipal government.*

Objective 5. *To identify and document City and School District fiscal, policy, and program planning processes.*

Objective 6. *To select areas for development of planning and/or administrative coordination of policies and procedures; examine existing planning processes and administrative procedures in areas chosen for in-depth study and identify present provisions for City/School interface.*

Objective 7. *Based on the interface gaps identified in Objectives 4, 5, and 6, draft recommended modifications or additions to the planning process and/or administrative procedures under study and develop joint City/School District policy governing the proposed changes.*

During the study, several of the objectives were limited or expanded in scope and content. Objective 4 was limited to an investigation of each agency's powers and responsibilities only where the other was affected. It was expanded to examine the services provided by each agency against those responsibilities assumed or legally mandated. Objective 5 was limited to identifying planning processes most important to each agency and those that have significant impact upon the other's planning and programming. School District desegregation efforts and related City efforts were selected for in-depth study, consistent with Objective 6. Because of the complexity and diversity of the issues involved a decision was made to apply to the National Institute of Education (NIE) for an extension of the grant that has funded this study. Therefore, only the initial results of research on Objective 6 will be reported. Recommendations called for in Objective 7 include suggestions for minimizing the duplication, inefficiency and incompatibility of School District and City policies and programs and recommendations for modifications of existing planning processes.

The Phase II report is organized in sequence of the objectives as they have been described. The format and content is as follows:

Chapter I - Municipal and School District powers and responsibilities. This chapter documents the powers and responsibilities of each agency. Municipal functions and services that effect the School District are described. The discussion of each function is followed by a description of related School District responsibilities and services. Recommendations at the end of the chapter are limited to those that pertain directly to the legal powers of the City and School District.

Chapter II - Analysis of City and School District planning processes. Each City process is described followed by a corresponding School District process. Included are:

City Comprehensive Policy Plan - School District Comprehensive Planning
City Budget - School District Budget
Capital Improvement Program - Facilities Planning
Department of Human Resources Program Planning - School District Curriculum Planning

Chapter III - Interrelationships between the City and School District and recommendations. As work on the study extension proceeds it is expected that this part of the report will be revised and expanded.

This research should increase understanding of the manner in which City and School District policies, plans, and programs are interrelated. Implementation of the recommendations should bring about further cooperation between City and School District toward the goal of an increasingly healthy and viable urban environment.

CHAPTER I

CITY AND SCHOOL DISTRICT POWERS AND RESPONSIBILITIES

INTRODUCTION

In Washington State the cities and the school districts are separate municipal corporations. Unlike some states where mayors and city councils are empowered to approve school district budgets and appoint school board members, school districts in this state are legally and administratively independent of municipal government.

Although separate jurisdictions, the Seattle School District and the City of Seattle have overlapping responsibilities for the welfare of their respective constituencies. In addition, the decisions of one agency may significantly impact the other. To understand how the School District and City can maximize cooperation in the discharge of their responsibilities and consolidate their approaches to issues of mutual concern, a knowledge of each jurisdiction's legal powers is necessary.

The purpose of Objective 4 as stated in the Schools and Neighborhoods Research Study proposal is "to document the separate jurisdictional powers and responsibilities of the Seattle Public School District and the Seattle municipal government." The legal framework becomes more meaningful when presented within the context of existing relationships between the two agencies. So that the inventory of powers and responsibilities would be related to how each agency exercises and interprets their powers the following objectives were undertaken:

1) *To identify the powers of the City of Seattle and Seattle Public Schools where one agency impacts the other.*

2) *To identify the legal and traditional responsibilities of each jurisdiction.*

3) *To analyze the relationship between City functions and services and programs provided by the School District.*

This study of powers and responsibilities is divided into five sections.

The first section is a description of the resource material used.

The second section discusses the legal powers and responsibilities of Seattle as a first class charter city.

The third section identifies the powers and responsibilities of the School District.

The fourth section describes the major functions of the City and the powers of the School District related to each City function. The description includes documentation of specific legislation and court decisions enabling the agencies to interact. This section also identifies the services the School District and City provide for one another, or jointly provide, as well as those provided by one agency that seem more appropriately provided by the other. City functions discussed include public safety, public health, social services, parks and recreation, libraries, planning and development, environmental control, public utilities and public works, and transportation. The public safety subsection is further divided into police protection and crime prevention, traffic control, fire protection and prevention, and emergency services. For each function the discussion of the City's responsibility and services is followed by a parallel discussion of related School District responsibilities and services.

The final section is a set of recommendations that pertain only to the legal authority of each jurisdiction. Recommendations dealing with programs and services are discussed in Chapter III of this report.

RESOURCE MATERIAL

To identify the powers of the City of Seattle and Seattle School District No. 1, the *Washington State Constitution*, the *Revised Code of Washington Annotated* (*RCW*), and the *Charter of the City of Seattle* were reviewed. The *Washington Digest Annotated* was also used to determine how the courts had interprated municipal and school district authority. Applicable portions of the *Washington Administrative Code* (*WAC*) were examined to determine how certain laws have been implemented.

The legislature interprets and implements the state constitution through legislative action. The body of law that is enacted is codified and annotated in the RCW. The constitution and RCW provide a structure within which all agencies must operate. The organization, function, and legal status of municipalities and school districts are defined through laws, administrative guidelines and court decisions.

MUNICIPAL POWERS

The constitution, as well as providing for the creation of municipalities, grants them the power to enforce necessary local regulations and to administer their local affairs. Through legislation, cities are given additional powers, including those that they are required to exercise as agents of the state.

Home Rule

A listing of municipal powers granted by the Washington State Legislature and the constitution does not, by itself, adequately describe the authority of the City of Seattle. Washington cities have a limited amount of home rule which extends their authority beyond that specified in legislation. Municipal home rule has been defined as "a relationship between the cities and the state in which the cities enjoy the fullest authority to determine the organization, procedures, and powers of their own governments, and a maximum of freedom from control by either the legislature or state administrative officer."[1]

Home rule in Washington State is based upon two articles of the constitution. By Article XI, Section 10 of the constitution, cities containing a population of 20,000 or more are granted the right to frame and adopt their own charters. Those cities which are classed as first class cities may exercise within their boundaries legislative power as broad as the state except when restricted by general law.[2] In addition to the power derived from Section 10, cities derive their basic power from the police power granted in Section 11 of the same article. The police power enables city officials to make and enforce within their limits all such local police, sanitary and other regulations as are not in conflict with general laws of the state.

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[1] Rodney L. Mott, Home Rule for America's Cities (Chicago: American Municipal Association, 1949), p. 6.

[2] General law is defined as one which applies to all persons or things in a class while special law is one which relates to particular persons or things.

There are differing opinions on the extent of the inherent home rule powers of a Washington city. Unfortunately, the Washington State Supreme Court has not clearly established either a wide or narrow interpretation of municipal powers. In some cases, the courts have held that cities have very narrow powers and may only exercise those rights specifically granted to them by statutes. The fundamental principal that underlies these decisions is that municipalities are subordinate to the State Legislature. Other decisions have implied that cities hold broad inherent powers enabling them to exercise wide authority unless prohibited by statute or constitutional provisions. In all cases, when a city ordinance is in conflict with state law, the statute passed by the legislature controls.[3]

There is agreement that home rule applies in those instances in which a matter is solely of local interest. In this area, a first class city may act without expressed or implied delegation from the legislature. If the subject is a primary concern of the state, some delegation of power from the legislature is necessary. The differing interpretations occur primarily when a matter is both a local and state problem. There are also contradictory opinions on a city's power to act concurrently with the state and the preemption or limitation of local action by the state.[4]

The City of Seattle, on the advice of its Corporation Counsel, has accepted the narrower interpretation of powers. The Corporation Counsel refers to Article IV, Section 19 of the Seattle City Charter to document his position. This provision limits the City Council to making appropriations to those that are authorized by the charter or the laws of the state.[5]

Before discussing municipal powers by functions, the general authority of a first class city will be reviewed.

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[3] Lauterbach v. City of Centralia, 49 Wn.2d 550, 304 P.2d 656 (1956).

[4] Trautman, Philip A., "Legislative Control of Municipal Corporations in Washington," 38 Wn. L.R. 743, p. 772; Memorandum from Steve Lundin, State of Washington, House of Representatives, Office of Program Research, Olympia, Wa., June 2, 1976.

[5] Telephone interview with Wally Johnson, City of Seattle, Office of Policy Planning, Seattle, Wa., June 3, 1976.

General Power

A city is legally considered a municipal corporation. The Washington Supreme Court has defined a municipal corporation as a body politic established by law as an agency of the state partly to assist in the civil government of the country, but chiefly to regulate and administer the local and internal affairs of the jurisdiction.[6] Cities have all the usual powers of a corporation.

Under the omnibus grant of powers to first class cities (RCW 35.22.570), the Attorney General's office has always taken the position that first class cities should have every power exercised by any other city in the state. The omnibus grant of powers is also assured under RCW 35.21.620. This statute confers upon charter cities all of the powers granted to incorporated cities and towns of like character and degree.

Through the adoption of a charter, first and second class cities have the power, subject to the state general law, to design their own administrative form. RCW 35.22.020 states that the charter of first class cities shall provide the form of the organization and the manner and mode in which the city shall exercise the powers, functions, and duties conferred upon them by law.

The City of Seattle adopted its first charter on March 12, 1946 under the provisions for first class cities in the constitution and the RCW. In Article IV, Section 1, A of the charter, the legislative power of the City is vested in the Mayor and City Council. This power is subject to the right of the electorate to enact or reject ordinances dealing with any local affairs or municipal business. Provisions for the electorate to exercise the power of initiative and referendum are specified in Article IV, Section 1, B-N of the charter.

The Mayor and City Council may create, consolidate, and reorganize departments, divisions and offices as the needs of the City change. However, the departments and offices expressly required by the charter may not be divested of the powers or functions granted to them without amending the charter. Chartered departments of the City most directly related to the School District's operations are as follows: Police, Public Health, Planning Commission, Fire, Parks, Library, Law, and Public Works, which includes Engineering, Building, Water, and Lighting. The charter designates responsibilities through a number of mandatory provisions specifically related to the departmental functions and official duties of department heads. This makes the implementation of the city charter less discretionary than is provided for in the constitution or Revised Code of Washington Annotated.

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[6] Trautman, loc. cit., p. 743.

Specific powers as outlined in Article IV, Section 14 of the Seattle City Charter, are frequently a repetition of authority granted to first class cities by state law to enable them to carry out their corporate and political functions. These include the power to provide for elections, election and appointment of officers; assessment, levy and collection of taxes; control of the finances; acquire and dispose of property; borrow money, issue and fund bonds; acquire, maintain and operate public utilities; and to exercise police powers. All legislative powers of the City must be exercised through ordinance.

Among general powers granted to cities by the state is the power of eminent domain which allows a city to condemn land for public purposes. Although the right is recognized in the constitution, its basis rests on an express grant of authority by the legislature. This power includes the right to condemn school district and other public lands.[7]

Article XI, Section 11 of the constitution grants power to a city to "make and enforce within its limits all such local police, sanitary and other regulations as are not in conflict with general law." This grant of the police power to the cities is the basis for a wide range of city regulations and municipal services. Over the years the courts have interpreted this section to mean ordinances may be enacted to promote the health, safety and welfare of the people.[8] This provides the power for cities to regulate sub-divisions, solid waste disposal and land use, to establish building codes, to control pollution, and to enact ordinances protecting the public's health. A municipality's police power is limited only by the requirements that ordinances be reasonable, do not violate any mandate or right of the constitution, and are not in conflict with general law. Also, the purpose of an ordinance enacted under the police power must be within the "legitimate...scope of police power."[9]

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[7] Wn. Const. amend. IX; RCW 8.12.

[8] City of Tacoma v. Fox, 158 Wn. 325, 290 P. 1010 (1930); Shepherd v. City of Seattle, 59 Wn. 363, 109 P. 1067, 40 L.R.A. (n.s.) 647 (1910).

Provisions of the Washington State Constitution, Article VIII, Section 7 make it illegal for any municipality to give money, property, or lend its money or credit to or in aid of any individual, association, company or corporation, except for the support of the poor and infirm. In addition, the Seattle City Charter, Article IV, Section 19 states that the City Council cannot make appropriations for the aid of any other corporation. These limitations restrict the City of Seattle from providing social programs for residents of all incomes, guaranteeing residential mortgage loans as a strategy to hold middle income families in the City or from acting as a lending agency to the School District.

Other cities have circumvented this restriction by basing their action on a 1970 State Attorney General's opinion. The Attorney General advised that the prohibition against lending of credit or making a gift of money or property could not apply to federal funds spent only for purposes approved by the federal government. In these cases a city acts as a conduit for these funds without their directly or indirectly becoming a part of the city treasury. In effect, they are a gift from the federal government that passes through the city to the beneficiary.[10] By a later opinion, the Attorney General ruled that the "conduit theory" does not apply to revenue-sharing funds.[11] In practice, the City of Seattle Corporation Counsel has not accepted the conduit theory and has insisted the City's social programs be authorized through interpretation of the police power or a statute.[12]

The authority of the legislature to enable a city to assess and collect taxes is found in Article Xl, Section 12 of the constitution. Taxes must be uniform on classes of person and property. All cities are subject to state law for the authority to raise revenue, and are limited to those sources of revenue and maximum rates of taxation as established by the legislature. Cities receive property taxes and may assess and collect a one-half percent sales tax, levy admission and certain business taxes, impose a business and occupation tax, and impose a tax on the gross receipts of public utilities operating within their boundaries.[13] Municipalities, through Article VIII, Section 5 are restricted by a debt limitation of one and one-half percent of the taxable property value for general purposes and another five percent for sewer, water and light by a vote of the people.

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[9] Lenci v. City of Seattle, 63 Wn.2d. 664, 388 P.2d 926 (1964).

[10] AGO 24 (1970). [11] AGO 18 (1973).

[12] Interview with Shelly Yapp, Manager Human Resources, City of Seattle, Office of Policy Planning, Seattle, Wa., May 8, 1976.

A city's power to contract with other jurisdictions to provide a service and/or joint program and to construct and/or operate a facility is granted by the Interlocal Cooperation Act.[14] This act authorizes contractual authority when each jurisdiction has the specific power to carry out the function that is the subject of the contract.

A city, unless it has statutory authority, cannot spend municipal funds on education. This is the case because education is not a municipal function. The necessary authority could not be granted in the Seattle City Charter, and is not granted by the constitution or law. The constitutional provision that prohibits the City from giving its money to any corporation also prevents it from funding the schools.

Municipal Responsibilities

Legislation granting municipal authority may be permissive, restrictive or mandatory. In the case of discretionary authority, it may be made mandatory through the city charter. In addition, when statutory law does not establish that a certain power is mandatory for a city, court decisions may further identify municipal responsibilities.

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[13] Washington State Research Council, The Research Council's Handbook, (Olympia, Wa.: Washington State Research Council, 1976) pp. 549-571.

[14] RCW 39.34.

Through a review of the Washington Digest Annotated, which is a summary of Washington case law, it has been determined that certain governmental services are necessary either to perform "governmental duty" or maintain corporate existence of a municipality.[15] In 1901 in Hull v. Adams,[16] it was established that salaries for police, the town marshall and the treasurer may be covered by warrants that are outside the constitutional debt limitation as "such salaries are necessary expenses incurred in maintaining the existence of the municipality." In 1913 essential services were defined as those which were necessary for continuation of city government (with expenditures for those services reduced to a bare necessity).[17] Other court cases have identified fire and police service, operation of the city jail, guarding patients in quarantine, elections, insurance on city buildings, maintaining assessment rolls, and certain administrative functions as essential.[18]

In addition to judicial rulings on "essential city services," the courts have ruled that certain services that government provides are considered governmental functions. They have defined governmental functions as those kinds of public services which only government can adequately perform. Generally, these acts are performed for the "common good of all" and the government does not receive direct compensation for these services.[19] For example, residents don't pay a user's fee for police or fire services. In this report the assumption is that a governmental function as defined by the courts is a municipal responsibility.

A city's responsibility has also been determined by the courts in cases where municipal liability has been the issue. Generally, in performing a governmental function, the City is immune from liability. On the other hand, in performing corporate or proprietary functions which are for profit or for the special benefit of the municipality, the courts have ruled that a city has liability. A number of these cases establish a city's responsibility for providing basic governmental services that are not mandated by the legislature.[20]

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[15] Love v. King County, 44 P.2d 175, 181 Wn. 462 (1935).

[16] Hull v. Ames, 66 P. 391, 26 Wn. 272, 90 Am. St. R. 743 (1901).

[17] Patterson v. City of Edmonds, 129 P. 895, 72 Wn. 88 (1913).

[18] Hagerman v. City of Seattle, 66 P.2d 1152, 189 Wn. 694, 110 A.L.R. 1110 (1937).

[19] Bureau of Governmental Research and Services, Municipal Government in the State of Washington (Seattle, Wa.: University of Washington Press, 1962), p. 18.

Aside from the legal basis for municipal responsibility, cities have traditionally been expected to provide certain services, for example, parks and recreational activities. But it is difficult to make a case for a city having a responsibility simply because it has traditionally provided a service. Usually in this report, responsibilities either are those mandatory powers granted by the legislature, identified in the Seattle City Charter, or court interpretations that define "essential services," governmental functions, or specific municipal responsibility.

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[20] Parker v. Skagit County, 297 P.2d 620, 49 Wn.2d 33 (1956); Fletcher v. City of Aberdeen, 338 P.2d 743, 54 Wn.2d 174 (1959); Raybill v. State, 496 P.2d 559, 6 Wn. App. 795 (1972).

SCHOOL DISTRICT POWERS

General Authority of School Districts

The constitution charges the state with making "ample provision for the education of all children residing within its borders." The establishment and maintenance of public schools is primarily a state purpose with the legislature and Superintendent of Public Instruction having the most direct responsibility for carrying out the state constitutional provisions for public education.[21] The constitution leaves discretion to the state as to how it shall provide for "a general and uniform system of public schools" and does not mention school districts per se, but refers to "the common schools."[22] According to case law, the state can select "any method it sees fit...to discharge that duty.[23] The "method" established by the state legislature is a system that is administered through the state, county, and educational service and local school districts. The system is under the general supervision of the "proper state officer," i.e., the Superintendent of Public Instruction.

School districts and cities are subject to the same constitutional limitations: Both must limit indebtedness to one and one-half percent of the taxable property, or up to five percent additional for capital expenditures if three-fifths of the voters approve. Both are restricted from making a gift of money or extending credit.[24] Both are exempt from taxation.[25] Some constitutional provisions are for the express benefit of the schools. Article IX, Sections 2 and 3, provide for a fund to be used exclusively to finance the common schools. Sources of the common school fund are specified.

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[21] Carroll v. Bruno, 81 Wn.2d 82, 499 P.2d 876 (1972).

[22] Wn. Const., art. IX, sec. (1)-(2).

[23] Newman v. Schlarb, 184 Wn. 147, 50 P.2d 36 (1935).

[24] Wn. Const., art. VIII, sec. (6)-(7). [25] Id., art. VII, sec. 1.

Since education is a function of the state and school districts are special purpose districts instituted to carry out this function, they derive their power directly from provisions that are enumerated in state laws. They have no authority to act outside of these provisions. These powers must be expressed in words, necessary through implication, or essential to the purposes of the district. In contrast to the broad powers of first-class cities, the powers of special purpose districts are limited. However, like cities, school districts are municipal corporations and exercise local self-government. Broad powers have been granted to the schools as "long as those powers relate to local purposes of regulation or administration and are not in conflict with general law."[26] The school district's board of directors is responsible for governing the district. In addition to statutory law, Attorney General's opinions and court decisions, school boards must comply with and enforce opinions and rulings of the State Board of Education and the State Superintendent of Public Instruction.

The Board of Education is the official educational policy making body for the public education system of the state. It establishes rules, regulations and standards for the general management and operation of the public schools, kindergarten through high school and vocational-technical institutes. The Superintendent of Public Instruction is responsible for administration of the state educational program and therefore carries out the policies of the Board of Education. The directives promulgated by these two agencies are recorded in the Washington Administrative Code (WAC), as are the rules and regulations of all state agencies and departments. Section 180 of the Code deals exclusively with public education. Applicable requirements of other agencies found in various sections of the WAC must be complied with as well.

As agents of the state, school districts are charged with the responsibility to provide the required course of study and are encouraged to provide other educational activities of recognized benefit. Other legal powers and limitations of school districts involve administrative functions. These provisions include employee relations, property and supplies, finance and records, and rules and regulations. Other regulations are related to services offered by school districts, elections, and general pupil welfare. School districts with a population in excess of 2,000 (first-class school districts) have some additional administrative powers.

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[26] American Federation of Teachers, Yakima Local 1485 v. Yakima School District No. 7, 74 Wn.2d 865, 447 P.2d 593 (1968).

Since the board of directors (i.e., school board) has the responsibility of governing the school district, it is the official policy making body for the local school district. However, because of their limited powers, school board actions do not have the same legal stature as city ordinances or state and federal legislation. School board policies, resolutions, or motions are not legislative acts except as they pertain to the internal governance of a school district. School boards can develop new policies and take action from one meeting to the next, nullifying previous action.

Because the electorate cannot exercise the power of initiative or referendum to enact or rescind school district policy, the public must depend upon the ballot box and the principle of "detrimental reliance" to hold school boards accountable. "Detrimental reliance" is a legal doctrine which holds that the public can trust a public agency to follow its own policies and implement them. Actions taken that are not in accordance with previous positions can be considered damaging to the public and certainly would be damaging to the image of a public agency.[27] There is little recourse available to the public, however, unless an individual's constitutional rights are violated. A recent legal opinion issued in a law suit against the Seattle School Board affirms this assumption. The opinion states, "Policies don't have to last forever if some equally important or possibly more important, overriding policy is established by the district." Further, "The privilege or the entitlement, as the cases sometimes call it, which the plaintiffs had here, was not one of those basic rights protected by the due process provisions of the constitution, it was a privilege of a considerably lesser stature. That's a privilege that can be taken away by an agency like the school district, so long as they are not arbitrary and so long as they provide some type of due process."[28] The extent to which due process is provided is determined by the school board and in most cases would not entail a "legal-type hearing" with "judicial-type determination."[29]

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[27] Interview with Gary L. Little, General Counsel, Seattle Public Schools, Seattle, Wa., February 23, 1976.

[28] Dawson v. Troxel, No. 800 805 (Wn. Super. Ct., January 21, 1976) at 5-6.

School districts do not have the power to require any action by a municipality. Conversely, a "city may not invalidate or impair the educational processes of or limit the standards prescribed by the state for the operation of the public schools."[30] Neither body can enroach on the designated sphere of the other. Cities do have some limited control over school districts relative to municipal ordinances imposed under a city's general police power. The Washington Supreme Court decision in Edmonds School District No. 12 v. Mountlake Terrace upheld an earlier opinion of the Attorney General that school districts must comply with reasonable municipal building ordinances.[31] The court ruled that although education and management of the school district was vested in the school dictricts, the general police power including authority to enact building regulations had been vested in the cities. Although other powers of the cities indirectly affect school districts, these legal decisions indicate that the only legal power cities have over school districts is in the application of police powers.

The fact that both cities and school districts are public corporate bodies implies that the actions of each will be in the public interest and that each will take into consideration the impact of their decisions upon the other. Only through cooperative efforts will the public's interests be served.

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[29] Id. at 6.

[30] Edmonds S.D. No. 15 v. Mountlake Terrace, 77 Wn.2d 616, 465 P.2d 177 (1970).

[31] Id.

MUNICIPAL FUNCTIONS AND RELATED SCHOOL DISTRICT RESPONSIBILITIES

Public Safety

Providing for public safety is a major function of city government. Numerous powers are derived from this function; some of them are general and will be discussed first. The others are related to specific public safety functions and will be discussed in the appropriate subsection.

General Responsibilities of Cities and Services:

The police power granted in the constitution enables a city to make and enforce local regulations which provide for the safety of the public. The responsibility of a city to provide certain protective functions is established by law.

Public safety is maintained and protected primarily through local police regulations. The duty of the police to carry out essential functions is mandated by the city charter and/or the courts.[32] Adequate protection of persons and property, maintenance of peace and quiet, provisions for traffic control, crime and accident prevention, vice control, and riot control are considered proper police functions of the city.

The responsibility to provide emergency services within the city is mandated by state law,[33] providing for public safety in times of disaster.

Maintenance of an efficient fire department was determined to be an essential governmental service by the courts.[34] A city fire department has the responsibility for both fire fighting and fire prevention.

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[32] Hagerman v. City of Seattle, 66 P.2d 1152, 189 Wn. 694, 110 A.L.R. 1110 (1937); Weisfield v. City of Seattle, 40 P.2d 149, 180 Wn. 288, 96 A.L.R. 1190 (1930); Seattle, Wa., Charter, art. VI, secs. 1 and 5.

[33] RCW 38.52.

Legislative measures are taken to protect the public from potential dangers. The adoption and enforcement of building, fire safety and zoning codes are examples of these means of protecting the public safety.

General Responsibilities of School Districts and Related Services:

Local school boards are legally required to provide for the safety of students and also have the authority to make reasonable rules and regulations related to the well-being of students if such rules are not in conflict with state provisions.[35] The principle of the teacher standing *in locus parentis* has been applied by the courts in numerous cases. This substitutes the protective custody of the teacher for that of the parent, and is interpreted to mean that it is the duty of the school district to exercise reasonable care to safeguard pupils in its custody.

The responsibility of the school district for the safety of its students may extend beyond school hours. However, liability of the school district is not automatically charged. Instead, each case is decided individually. "The facts and circumstances of the particular case must be such as to extend the duty of the district with respect to the safety of the child beyond the normal school district-student relationship."[36] In cases where a school district's liability for injuries occurring outside school hours is being decided, the rule applied is "that a school district becomes responsible for the safety of a pupil...only if the district has exercised and assumed control and supervision over an activity for which it has authority to do so."[37] This rule has implications for the school district's responsibility in regard to extra-curricular events, traffic control near the school, and other situations where liability might be assumed.

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[34] *Weisfield* v. *City of Seattle*, 40 P.2d 149, 180 Wn. 288, 96 A.L.R. 1190 (1935); *State* v. *City of Everett*, 172 P. 752, 101. Wn. 561 L.R.A. E 411 (1918).

[35] AGO 105 (1960). [36] *Coates* v. *Tacoma S.D.*, 55 Wn.2d 392, 347 P.2d 1093 (1960).

[37] AGO 24 (1968).

The responsibility of the school district for the safety of its pupils is related to several of the protective functions of local government. Because of overlapping concerns and potential liability of both jurisdictions, services with similar objectives have been provided by both city and school district. These services include: efforts to control traffic near schools and provision for safe student routes to and from school, protection of student life and property from criminal action, disasters and fires; and provisions for safe facilities. The Seattle School District makes these services available through its security and safety offices and maintenance and operations section. The educational component is provided in the classroom.

Because there are state and federal agencies which issue safety standards applicable statewide, there are requirements with which both jurisdictions must comply. Uniform building codes are also enforced citywide. City and school district facilities must comply with the Occupational Safety and Health Act (OSHA), Washington Industrial Safety and Health Act (WISHA), rules and regulations from the Washington State Department of Labor, and city ordinances. School districts must also comply with rules and regulations issued by the Superintendent of Public Instruction. WISHA inspectors can inspect facilities and issue citations at any time and revisions of WISHA building standards are enforced retroactively. The federal Occupational Safety and Health Act serves as a check on WISHA. In instances where the state code is less stringent, OSHA is enforced.

The City of Seattle Building Department is responsible for enforcing the City building code. Building code inspections are conducted when a new building is being constructed or major alterations or additions to old buildings are being completed. Other inspections would take place only upon request, or complaint that the building was unsafe. Although the Building Department has the legal responsibility to see that all structures comply with the code, the Seattle School District is liable for any damages due to unsafe conditions in school facilities. The School District Maintenance and Operations Section is responsible for ensuring that liability is not incurred through hazardous conditions of facilities. The Office of Environmental Health and Safety sees that safety and health standards are met.

In some cases the City's building code has been more stringent than standards adopted by the state. It was an official policy of Seattle School District No. 1 to comply with the City's building requirements. Since Edmonds School District v. Mountlake Terrace,[38] this has been a mandatory requirement enforceable through the City's police power.

Recently the City of Seattle revised its building code to more closely conform to the Uniform Building Code, a standard code which is widely used for fire, life and structural safety requirements of all buildings. Certain sections of the UBC apply only to a class of buildings including schools.

The only building code changes that may be enforced retroactively are those specified in the ordinance as retroactive. Therefore, some of the more recently adopted standards would not be applicable to existing Seattle school buildings.

The requirements in Tables 1 and 2 relate to the general responsibilities of Seattle School District No. 1 to provide for the safety of students. Since some of the requirements include health as well as safety, they will be repeated in the public health section of this report.

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[38] Edmonds S.D. v. Mountlake Terrace, Supra p. 16.

TABLE 1

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS

SAFETY

Responsibilities	Documentation
Shall make adequate provision for the health and safety of all pupils within the custody of the district.	WAC 180-16-165(j).
Must take reasonable care to ensure safety or be liable for judgments in authorizing after-school and/or extra-curricular activities in or on school facilities.	*Kidwell-Keys* v. *S.D.* *#300*, *Whitman* *Co.*, 53 Wn.2d 353.
May not fail to use reasonable care and prudence in supervising students.	*Briscoe* v. *S.D. 123*, *Grays Harbor*, 32 Wn.2d 353.
May not be immune from liability for student athletic activities where there is negligent supervision.	*Barnecutt* v. *Seattle* *S.D.*, 63 Wn.2d, 905; *Tardiff* v. *Shoreline* *S.D.*, *et* *al.*, 68 Wn.2d, 146.
Each building shall meet reasonable health and safety requirements.	WAC 180-16-165(h). RCW 49.17.
Health Education requirement for high school graduation. Health classes must include: first aid, safety, public health.	WAC 180-56-030. WAC 180-56-135.

TABLE 2

SERVICES AND PROGRAMS RELATED TO PUBLIC SAFETY CONDUCTED BY THE SEATTLE SCHOOL DISTRICT

Program	Funding (Budgeted FY 1975-76)	Funding Source	Purpose	Responsible School District Administrative Unit
Ballard-Fremont Youth Service Bureau	$35,917 ($13,711 - Law and Justice Planning)	Law and Justice Planning Office (Omnibus Crime Control and Safe Streets Act)	To provide alternate school for dropouts/potential dropouts, age 13-17 that are referred by Juvenile Court, police, other schools, community.	Department of Special Programs
Extended Services Program (G.A.P.)	$169,030 ($85,030 - Seattle Public Schools)	U.R.R.D./S.P.I.	To provide individualized programs to dropouts, expulsions and suspensions in grades 7-12.	Region I Administration
Library Catalog Unit - Youth Training	$1,200	King County Juvenile Court	To provide work training opportunities for juvenile offenders.	Curriculum and Special Services
Mount Baker Youth Service Bureau	$33,406 ($5,600 - City of Seattle)	Law and Justice Planning Office (Omnibus Crime Control and Safe Streets Act)	See Ballard-Fremont Youth Service Bureau.	Department of Special Programs
Parole Services Learning Center	$52,370	S.P.I./Institutional Educational Allotment and Dept. of Social and Health Services	To provide successful learning experiences for juvenile parolees.	Department of Special Education
People's School No. 1	$179,790 ($75,790 - Seattle Public Schools)	S.P.I./ U.R.R.D.	To provide alternative school for dropouts and suspensions age 14-18.	Department of Special Programs
Plant maintenance		School District	To provide repair and replacement services for buildings, grounds and equipment.	Facilities Management
Traffic Education	$404,564 - state ($244,436 - student fees)	S.P.I.	To provide instruction in accordance with RCW 46.81 and WAC 180-56-330.	Traffic Education Office
Security Services	$465,380 ($396,854 - S.D.)	S.D./C.E.T.A.	To protect life and property of students and staff.	Security Office
Student Placement	$222,434	School District	Enforces mandatory attendance laws to place students in appropriate schools and programs.	Office of Student Placement
Environmental Health and Safety		School District	To reduce injuries and occupational illnesses and to enhance student/employee safety.	Office of Environmental Health and Safety

Specific Public Safety Functions

The other public safety functions of the City and related responsibilities of the School District are covered separately in this section. They include: (1) police protection and crime prevention, (2) traffic control, (3) fire protection and prevention, (4) emergency services.

Police Protection and Crime Prevention

City Responsibility and Services: The protection of persons and property and maintenance of peace and quiet are mandated responsibilities of the city. In the Seattle City Charter, the authority to make all police regulations is vested in the City Council. The responsibility for administration of the Police Department and enforcement of the laws rests with the Chief of Police.

There are several operations of the Police Department which are directly related to the protection of students. Patrolling of neighborhoods, vice control, and crime and accident prevention programs are major deterrents to crimes committed by and against juveniles.

Seattle Police Department's Officer Friendly Program was designed to strengthen primary school students' safety habits and understanding the role of police officers in the community. Second grade public and parochial school students have been involved in the program since it began in 1970. Each classroom is exposed to three phases of instruction on three successive visits by one of two officers over a one-month period. The three phases are 1) school safety including bicycle and pedestrian safety to and from school, 2) police officers' duties and training, 3) police uniforms and demonstration of special equipment. Officer Friendly is a regular part of the summar Parks and Recreation Department program for all grades and ages. The program also serves special education and handicapped classrooms.

The Seattle Police Department cooperates in producing the "J. P. Patches" television show. This children's show emphasizes safety education and crime prevention.

The City's Law and Justice Planning Office has developed or provided partial funding for several programs which concentrate on the causes and remedies of juvenile crime.

The vice squad cooperates with the Juvenile Division in controlling vice operations among juveniles. Drug surveillance is an example of an area which necessitates close liaison between the vice squad, juvenile and school authorities.

School vandalism and forced entries of school buildings are matters which concern investigative forces as well as law enforcement officers.

The Police Department has a duty to control riots and mob action and therefore has the responsibility to control disruptive actions in schools or at school-related activities.

In addition to performing the law enforcement duties already described, patrol officers provide additional protection to students. Patrolling hazardous areas that are conducive to criminal activity is an important deterrent to crime. Vacant residences and stores, other unattended property, expanses of underdeveloped land or parks are conditions that affect the safety of students and are cause for concern on the part of patrol officers.

Traffic control is another responsibility of the Police Department and is treated as a separate subject in this report.

The City's police responsibilities are shown in Table 3.

TABLE 3

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE
POLICE PROTECTION AND CRIME PREVENTION

Powers	Documentation
May make and enforce police regulations.	Wn. Const., art. II, sec. 11.
Responsibilities	
Provide adequate police protection. Maintain peace and quiet.	Seattle, Wa., Charter, art. VI, sec. 1 and 5.

Corresponding School District Responsibility and Related Services: The School District's responsibility for providing reasonable safeguards to protect the life and property of students in its custody is directly related to the police protection and crime prevention function of the City. State law prohibits any person from intimidating or interfering by force with any administrator, teacher or student and enables school districts to make rules prohibiting loitering around school buildings.

The Seattle School District has adopted a student behavior code defining actions which may lead to referral to Juvenile Court and/or removal from school. Disposition of specific cases is determined by the principal or delegated school authority, in cooperation with the Security Office and other appropriate authorities. If it is necessary for police officers to enter a school building, a "Memorandum of Understanding" between the School District and Police Department lays out the parameters of their authority and procedures to be used in conducting arrests, interrogations, and apprehensions.[39]

Usually, police matters that are related to juveniles are worked out between school counselors, school authorities and the Juvenile Division of the SPD.

School authorities are required to enforce mandatory attendance laws. Although the School District maintains its own student placement office and provides followup on cases of irregular attendance or unexcused absences, liaison with the Police Department may be established for particular cases.

As a corporate body with personal and real property investments, the School District has a responsibility to protect its interests from criminal damage and theft. The Security Office has major responsibility for protecting property and preventing crime in or on School District facilities. Security officers operate mobile patrol units, monitor burglar alarms, report and investigate incidents, and provide emergency communications.

Responsibilities of the School District in police protection and crime prevention are shown in Table 4.

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[39] "Memorandum of Understanding Regarding School-Police Relations," prepared by Seattle School District, Dec. 16, 1970.

TABLE 4

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS POLICE PROTECTION AND CRIME PREVENTION

Responsibilities	Documentation
School personnel who have reasonable cause to believe that a child has been a victim of child abuse are required to make an oral and written report of such incident to the law enforcement agency or Department of Social and Health Services.	RCW 26.44.010-80.
It is unlawful for any person to intimidate by threat of or interfere by force or violence with any administrator, teacher, or students or to create disturbances on school premises during school hours, activities, or meetings. Violation constitutes a misdemeanor.	RCW 28A.87.230-31, .060.
Authority to make rules prohibiting loitering at or around school buildings so that a scholastic atmosphere is maintained.	RCW 9.87.010 (13) State v. Oyen, 78 Wn. 2d 909.
Mandatory school attendance for persons under fifteen years of age.	RCW 28A.27.010.
Must employ attendance officers to enforce compulsory attendance laws.	RCW 28A.27.040
School district behavior code outlining actions for which students may or must be removed from school. Also summarizes steps in handling illegal actions and other emergencies that might involve police.	Policy JCDA-B "Behavior Code," School Board Policies Administrative Regulations, Seattle School District No. 1, Seattle, Wn., 1969.

Traffic Control

City Responsibility and Related Services: The City has the responsibility to effect the safe and rapid movement of motor vehicles and pedestrians. In fulfilling this responsibility, the City has passed ordinances providing crossing guards, arterial overpasses, walkways, crosswalks, school zone signing and other traffic regulations for the safety of school children. Enforcement personnel are provided by the City.

Seattle Departments of Engineering and Police have responsibility for traffic control. The School Traffic Safety Education Section of the Seattle Police Department coordinates the school traffic safety program for the City. The Seattle School Safety Advisory Committee recommends needed safety measures. School District and City personnel as well as representatives from the PTSA and other interested groups are members of this committee.

The City of Seattle has provided adult school crossing guards since 1948. In 1969 the Police Department became responsible for the school crossing guard program. During the 1975-76 school year, there were 89 permanent crossing guards and 20 substitutes. Two officers in the School Traffic Safety Education Section supervise the crossing guards, arrange for substitutes and work closely with the schools in scheduling and assignments. A school cannot make any change in schedules without authorization of the Safety Education Section. School crossing guards cost the City approximately $265,000 in 1975.

The School Traffic Safety Education Section coordinates the crossing guard services with the District's student patrol program. The two officers in charge advise school personnel in the use of patrols and assist in training school patrol members. They evaluate patrol members' performance and the effectiveness of each school's traffic safety program. Services related to school patrols cost the City approximately $45,000.

The Seattle Engineering Department installs traffic control lights, signs, walkways and crosswalks. The Department conducts studies to assess the need for traffic control devices at various locations. Schools and PTSA's sometimes find the Engineering Department uncooperative in efforts to maintain safe routes to school. As noted in a School District report, the Engineering Department is reluctant to install crosswalks because studies have indicated that a false sense of security engendered by these devices actually causes pedestrian accidents to occur.[40] The cost of installing traffic lights in comparison to other methods of regulating traffic for student safety appears to be excessive. Installation of other traffic controls, such as overpasses, yield signs, four-way stop signs, and reduced speed limit signs have been suggested.

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[40] Hermer, Robert, Fact Sheet, Crossing Safety, Seattle Public Schools, Seattle, Wa., May 6, 1976.

The legal responsibility of the City of Seattle in regard to traffic control is shown in Table 5.

TABLE 5

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE
TRAFFIC CONTROL

Responsibilities	Documentation
Provide traffic control.	*Neagle* v. *City of Tacoma*, 221 P. 588, 127 Wn. 528 (1923).
The traffic engineer shall establish school crossings at locations designated by proper authority.	Seattle, Wa., Traffic Ordinance, sec. 21.20.220.
Provides 20 m.p.h. speed limit for motorists passing posted school and playground crosswalks, which implies responsibility of City to enforce speed limit.	Seattle, Wa., Traffic Ordinance, sec. 21.18.120 as amended by 103203.

Corresponding School District Responsibility and Related Services: The School District and its employees are liable for damages if reasonable precautions are not taken to provide for the safety of students. The state has provided a mechanism for reducing potential traffic safety liability by authorizing the use of school patrols. The authority to appoint school patrols was expanded by the legislature in 1974 to include the right to appoint adult volunteers and to employ adults as supervisors of school patrols.

Several Attorney General's opinions issued prior to the enactment of this legislation indicated that school districts had the authority to employ school crossing guards although they could not be considered members of the school patrol. An opinion based upon the fact that the legislature had authorized the use of school patrols stated, "the function of the school district in protecting a child need not begin only with the appearance of the pupil on the school premises and need not end when the pupil leaves the school premises at the end of the day."[41] This clearly indicates that school districts may have some responsibility to provide supervision beyond the school grounds. This responsibility is implied in Seattle School Board Policy JCD "Pupils are responsible to their teachers and their principal for their behavior.....while going to and from school."[42]

School patrol legislation provides that drivers must obey reasonable directions of school patrol members engaged in performing their duties. School district assignment of patrols to signed crossings adjacent to the school grounds and to other signed crossings approved by the local law enforcement agency is also provided by the law. The legislation was recently revised to be more specific in several areas involving the safe use of student patrols. This eliminates some of the flexibility and policy determination at the local level. Title 392 of the WAC includes guidelines for policies that must be determined locally. Examples of judgments that must be made (within limitations) are: the volume and type of traffic any student may be responsible for controlling, the maximum distance from school the student may be assigned and the process used for selecting students for patrol duty. In the past, these and other patrol policies were decided by principals and safety personnel in cooperation with the School Traffic Safety Education Section of the City Police Department. There is no District-wide policy regarding school patrols coded in the School Board Policy Manual; however, general practice was to assign fifth or sixth graders within a two-block radius of the school. In some schools it was necessary to recruit fourth graders for the school patrol because of the loss of sixth graders to middle school. Under the new regulations this practice will be discontinued because school patrol members must be selected from the upper grade levels and not below fifth grade. Depending upon the needs of the individual school and the attitude of the principal, policies varied from school to school. With the more rigid and detailed regulations issued from the Superintendent of Public Instruction's office these practices will probably become more uniform throughout the District.

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[41] AGO 171 (1957-58).

[42] Policy JCD, Conduct, School Board Policies Administrative Regulations Seattle School District No. 1, Seattle, Wa., 1969.

Some principals object to the use of school safety patrols. Reasons for objections range from a concern for the safety of students assigned to regarding the use of student patrols an unjustified concern because of their non-educational purpose. Others feel that if the School District assigns student patrols to supervise at a school crossing, liability for any accident which occurs there is automatically assumed.

The use of student safety patrols by the School District and adult crossing guards by the City may become increasingly important if the School District decides to close schools. Parents will demand greater protection for students forced to walk longer distances or cross arterials. If the School Board is unwilling to make use of school patrols, pressure on the City to hire adult crossing guards will probably increase. On the other hand, parental objection may also occur if the use of student patrols is extended so that the safety of assignments is questionable.

Another important aspect of traffic safety is traffic safety education. This is recognized in several state directives to public schools. Students who are aware of the potential dangers to pedestrians and at a later age, to motorists, may be less likely to become accident victims. Instruction and demonstrated knowledge is necessary to insure that traffic safety rules are learned. Student application of these rules and exercise of self-discipline is necessary if there is to be a noticeable effect on traffic safety.

Traffic safety is the primary emphasis in the drivers' education classes in high school. In elementary school, traffic safety is incorporated into the curriculum and not as a course of study. Students are also advised on safe routes to and from school at the beginning of the school year. It is unknown how effective these efforts are in reducing the need for crossing guards and traffic controls.

Responsibilities of the School District that are related to traffic control are shown in Table 6.

TABLE 6

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS
TRAFFIC CONTROL

Responsibilities	Documentation
School districts and employees are liable for damages in following cases: failure to properly supervise students in custody of the school, to properly instruct students in safety procedures, to select and assign personnel to safeguard students, and to take reasonable precautions against foreseeable dangers.	WAC 392-151-015.
Suggested means of reducing potential liability by organizing and operating school safety patrols. Patrols to supervise and direct students crossing areas approved by the local law enforcement agency.	RCW 46.61.385. AGO 171 (1957-58). WAC 392-151-010.
Minimum course offerings for secondary schools include driver education (traffic safety education). The purpose of traffic safety education: to develop knowledge of motor vehicle laws, accept personal responsibility on public highways, provide understanding of causes and consequences of traffic accidents and provide training in skills necessary for safe operation of motor vehicles.	WAC 180-56-330. RCW 46.81. RCW 81.020.900.
A penalty assessment in addition to the fine or bail imposed for state, county, or city violations (except for parking violations) that are related to the operation or use of motor vehicles for licensing of operators must be paid to the traffic safety education account of the state general fund.	RCW 46.81.030.

Fire Protection and Prevention

City Responsibility and Related Services: Legal decisions have established that fire protection is the responsibility of municipal government. Essential functions include fire fighting and fire prevention. Necessary elements of the city's fire fighting operations include adequate and effective personnel and equipment, fire inspection and investigation, adequate water supply and pressure and effective administration of the fire department.

Although the School District is dependent upon the City to provide adequate fire fighting services for the protection of school property, the fire prevention functions of the City have a greater impact upon the operations of the School District. An effective fire prevention program involves enforcement of the state fire code, enactment and enforcement of building codes and zoning ordinances and fire safety regulations limiting smoking, building occupancy, and storage of flammable substances.

The Seattle Fire Department is established in Article X of the Seattle City Charter. Section 3 of this article empowers the Fire Chief to prescribe rules and regulations for the Fire Department. Through city ordinances and department procedures the Seattle Fire Department provides services in two major areas of fire prevention: school inspections and fire safety education.

School inspections for fire safety code violations are conducted monthly by the Seattle Fire Department. Both the City of Seattle Fire Code and Washington State Fire Code are enforced. The Seattle Fire Code was adopted in 1959 and has been amended several times. On January 1, 1975 the state enacted a new code which was adopted from the 1973 Uniform Fire Code. The Fire Department has been advised by the City's Corporation Council to continue to enforce the most stringent regulations of both codes until the City Council repeals the Seattle Fire Code and substitutes the state code. Improper storage of flamable liquids or hazardous chemicals, obstructions of fire escapes, deficiences in the maintenance of fire extinguishers and other fire protection equipment, and negligence in providing safety equipment and precautions in industrial shops are examples of violations for which school buildings are inspected. Reports listing code violations for each school are sent to the School District. On subsequent inspection, the building is checked to see that the reported violations have been eliminated.

Fire Department personnel have observed difficulties in enforcing overlapping codes. This results in School District personnel being unsure of which codes they are or are not complying with.

The other fire prevention service provided by the Fire Department is part of the instructional program. "Fire prevention education among school children is considered the most vital safety need in the city," according to a quote from the Seattle Fire Chief in an article printed in The Seattle Times, June 7, 1965. It was at this time that a fire-safety education program was initiated by the Seattle Fire Department in cooperation with Seattle public, parochial and private schools. The School and Fire Education (SAFE) program has been conducted since 1965 by the Fire Department. Two people are employed to conduct the sound-slide program, estimated to have reached 39,000 first through sixth grade school children last year. A new one-half hour program is produced each year with two programs planned for next year. They are shown once separately to the lower and upper elementary students in each school. A regular component of the SAFE program is demonstration of fire equipment by the personnel from the station nearest the school. Costs of the program to the Fire Department include personnel for demonstrations and salaries of two SAFE employees. Independent Insurance Agents and Brokers of King County, Inc., has donated the materials, van and equipment for production and delivery of the program to schools. Initially, the Sears Foundation helped to fund the pilot project.

In addition to lectures and field trips arranged on an individual classroom basis, Fire Department personnel have counseled individual students and lectured to the individual's class in special cases where a student appears to have an abnormal interest in arson. These cases are brought to the attention of the arson squad by juvenile authorities and school counselors.

The legal responsibility of the City of Seattle with regard to fire protection and prevention is shown in Table 7.

TABLE 7

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE FIRE PROTECTION AND PREVENTION

Responsibilities	Documentation
To provide fire service/maintain an efficient fire department.	Weisfield v. City of Seattle, 40 P.2d 149, 180 Wn. 288, 96 A.L.R. 1190 (1935). State v. City of Everett, 172 P. 752, 101 Wn. 561, L.R.A. E. 411 (1918).

Corresponding School District Responsibility and Related Services: The Seattle School District has a legal responsibility to provide fire safe facilities and fire safety education. Proven negligence would result in the School District's liability in case of loss of life or property due to fire. These responsibilities are acknowledged by the School District through building operations and curriculum provisions.

District inspectors/architects see that facilities are in compliance with fire safety codes. It is the School District's responsibility to eliminate the code violations that are reported by the Seattle Fire Department after each monthly inspection. Custodians and operations engineers are required to eliminate fire hazards and avoid code violations. General inspections are conducted by School District personnel annually and a Facility Safety Committee inspects buildings quarterly. Security personnel perform duties directly related to fire safety codes. These include enforcement of non-smoking regulations and occupancy limits. Mobile patrol units and field security monitors also aid in fire prevention.

The School District must comply with all fire safety standards and codes enforced by the City. Depending upon the regulation, the City may be lenient and enforce a less restrictive code. In other cases, the most stringent code is enforced. Automatic sprinkler systems in buildings of two or three stories (with exceptions based on structural differences) is an example of the City's imposition of the more stringent requirements of its code. The School District cooperated in drafting the ordinance; however, compliance forced the District to spend thousands of dollars to bring buildings up to city code and has forced the boarding up of second and third stories in several buildings. Although the fire safety codes that are enforced are based upon a national code, the inconsistencies between them allows for the unequal application of standards by the City and misinterpretation of the Code by the School District.

The importance of fire safety education in the curriculum has long been recognized. A traditional unit of study in kindergarten and primary grades is the study of roles and responsibilities of fire department personnel as community helpers. Fire safety education is integrated into this study and other elementary activities. The health education requirement in high school mandating first aid and safety instruction includes fire safety education. The backbone of fire safety education in schools is the use of fire drills. The Seattle Public Schools cooperate in the Schools and Fire Education program conducted by the Seattle Fire Department in a further effort to provide instruction related to fire safety.

The regulations in Table 8 document the responsibiliies of the School District for fire safety.

TABLE 8

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS
FIRE PROTECTION AND PREVENTION

Responsibilities	Documentation
Fire drills evacuating all persons from the building should be held at least once a month in schools. Records of all fire drills shall be kept on the premises.	Seattle, Wa., Fire Code Ordinance, rev. Jan., 1970, Section 8.01.100 (a-b).
Establishes fire safety requirements for school buildings.	Seattle, Wa., Fire Code Ordinance, rev. Jan., 1970, Sections 8.10.010-1.30.030.

Emergency Services

City Responsibility and Services: The City is required to establish a local organization to provide support for search and rescue operations, to minimize and repair damage and to aid victims of disasters such as enemy attack, sabotage, fire, flood, storm and other natural causes.

The City maintains an Office of Emergency Services. The program is coordinated with federal level offices in the area.

The legal responsibility of the City of Seattle for Emergency Services is documented in Table 9.

TABLE 9

POWER AND RESPONSIBILITY - CITY OF SEATTLE
EMERGENCY SERVICES

Responsibility	Documentation
Must establish a local organization for emergency services.	RCW 38.52, Washington Laws, 1975, 1st. Ex. sess. ch. 113, ammending RCW 38.52.010.

Corresponding School District Responsibilities and Related Services: School districts may allow school buildings to be used as disaster control centers. Designated areas have been stocked with water, a few food items and first aid supplies; although, recently the food has been removed. The School District is not compensated for use of its buildings for this purpose.

The School District maintains liaison with the City's Office of Emergency Services through the Security Office's Chief Security Officer and the Environmental Safety Supervisor. A monthly meeting held by the Director of the Office of Emergency Services is usually attended by one or both of these School District employees.

The School District must provide K-12 training for disaster preparation. This includes practice drills for evacuation of the building or other appropriate action for the particular emergency.

Table 10 summarizes the School District's responsibilities in relation to Emergency Services.

TABLE 10

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS EMERGENCY SERVICES

Responsibility	Documentation
To lease property for community fallout shelters.	AGO 160 (1962).
All pupils in K-12 program must receive instruction in case of sudden emergency to enable them to leave their particular building in the shortest possible time, or take such other steps as the emergency demands.	RCW 28.04.120(11).
School authorities are responsible for developing specific plans and procedures for emergency situations. Classroom instruction must be provided to develop a foundation for a sense of security in emergency situations.	WAC 180-41-015 to -020.
Rapid dismissal drills to be held twice monthly.	RCW 48.48.

Public Health

City Responsibility and Services:

A first class city has the responsibility to protect, preserve and promote public health. Through Article XI, Section 11 of the constitution, cities are granted the police power to make and enforce sanitary and safety regulations. Washington courts have broadly interpreted this power to enable cities to enact ordinances regulating a variety of activities that affect health. In addition to the power granted in the constitution, state law specifically enables a first class city to regulate all occupations which may affect the public health and to build and regulate hospitals.

The responsibility of a municipality for the public's health is based both on statutory law and on legal decisions. In 1937 Washington courts ruled in Hagerman v. City of Seattle that preservation of the public health "against ravages of disease" is a governmental function--a responsibility that local government performs for its citizens for "the common good of all."[43] As early as 1903, it was ruled that guarding patients in quarantine was an essential service that government provided.[44]

In addition to responsibility established through case law, a number of state laws require that a first class city enforce health and safety standards. These standards are issued by the State Department of Social and Health Services (DSHS) under authority of the State Board of Health. The city is required to enforce the standards through its health or building departments. The Health Services Division of DSHS also enforces regulations and assists with local health programs. Health and safety codes are discussed in the safety section of this report.

The legislature has expressly authorized or recognized certain programs which may also fall within a city's police power. Various state laws refer to local drug and alcoholism programs or authorize the state to cooperate with the cities to encourage them to construct health care facilities or community health centers.

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[43] Hagerman v. City of Seattle, 66 P.2d 1152, 189 Wn. 694, 110 A.L.R. 1110 (1937).

[44] Gladwin v. Ames, 30 Wn. 608, 71 P. 189 (1903).

In the area of comprehensive health planning, the City is required to recognize a regional planning agency which is responsible for preparing an area-wide health planning program.[45]

Although responsibility for protecting public health is granted to cities through statutory law, the state allows flexibility in organizing the delivery of services. The function is carried out in this area by a combined City-County health department. This form of organization is granted to cities of more than 100,000 population. The Seattle-King County Health Department is financed by the City and County and the director is appointed by the Mayor with the approval of both the City and County Councils. The director has the duty to enforce public health laws and state regulations. The director is also responsible for preventing and controlling disease, promoting public health and collecting vital statistics.[46]

Health department functions directly related to schools include sanitation, control of disease, public nursing, child health, and public health education. Several programs operated through the Seattle-King County Health Department provide direct services to school-age children. The dental health program funded through federal Community Development Block Grants served approximately 8,100 children in 1975. The Children and Youth Project provides health-services to low-income children. The immunizations program which is conducted to control communicable diseases is an example of the health department making use of schools to efficiently carry out its responsibility. Other provisions are made for direct services to students who are referred to the Department from another agency or the School District.

The City's powers and responsibilities in public health are found in Table 11.

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[45] RCW 70.38.090.

[46] RCW 70.08.

TABLE 11

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE
PUBLIC HEALTH

Responsibilities	Documentation
Take action to maintain health and sanitary supervision.	RCW 70.05.070.
Regulate all occupations affecting public health.	RCW 35.22.280.
Enforce state health and safety laws.	RCW 70.89.070, .90.040, .92.060.
Issue permits for outdoor music festivals.	RCW 70.108.020.
Control and prevent the spread of contagious disease.	RCW 70.05.070.
Control, prevent and abate health nuisances.	RCW 70.05.070.
Control and require treatment of venereal disease.	RCW 70.24.020
Control tuberculosis.	RCW 70.28.031.
Discretionary powers[47]	
May make and enforce sanitary regulations.	Wa. Const., article XI, sec. 11.
May fund studies or other preliminary expenses for health care facilities.	RCW 70.37.110.
State may cooperate within cities to encourage them to construct comprehensive mental health centers for community health, mental health and mental retardation.	RCW 70.10.010.
State may coordinate, cooperate and contract with local agencies for alcoholism programs.	RCW 70.96.040.
May share in use of another city's or county's alcoholism facility or treatment.	RCW 70.96.095.
State may cooperate with public agencies on drug and alcohol rehabilitation and education programs.	RCW 69.54.040.
May build, establish and regulate hospitals.	RCW 35.22.280.

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[47] Table 11 introduces the concept of discretionary power, powers which the City may or may not use as opposed to mandatory responsibilities.

Corresponding School District Responsibility and Related Services:

The School District has a legal responsibility to provide a healthy learning environment, reasonable safeguards for student health, and health education. The School District's legal responsibilities and potential liability for factors affecting student health is similar to those discussed under the public safety section of this report. The School District fulfills its obligations through the Department of Business and Plant, Health Services section and Instructional Services Division.

The Business and Plant Department coordinates the maintenance and operations and food service functions. It is responsible for maintaining sanitation and building health standards required by City and state codes.

Limited health services are provided to students and parents. The Compass Management Study describes the present operation of the Health Services Section as follows:

> The Health Services section, headed by the Medical Director, coordinates the school nurses and provides audio screening. Besides providing first aid to students and staff, the school nurses provide routine health screening, counseling to students, teach health classes, and coordinate immunization programs.[48]

There are 57 employees in the Health Services Department. However, with reductions in the budget for the 76-77 school year, this number will be reduced. This will have an affect on the professional health services available to students. Some of the services provided are not legally required of the School District. An example is the immunizations program which is conducted by the Seattle-King County Health Department. Because this service is most conveniently discharged through the schools, School District personnel become involved in administration of the program. Scheduling, disbursement and collection of parental permission forms, and record keeping are handled by School District staff.

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[48] Compass Management Group, Management Organization Study Final Report, Seattle School District, Seattle, Wa., Dec., 1975.

Traditionally, school districts have acknowledged the relationship between health and a student's educational development. This is a growing concern of urban school districts where concentrations of economically-deprived children are common. Provision of health services is one means of attacking this problem. Since the School District is limited in the health services it may provide, funding and services come from other sources. The food service program is an example. Low cost, reduced cost and no cost meals are served at every school. The School District is reimbursed by the state and federal government on the basis of the number of applications meeting income eligibility requirements for free and reduced price meals and total number of meals served. The U.S. Department of Agriculture contributes surplus food. The School District is dependent upon these sources and income from sales to maintain the service.

The schools also have responsibilities for teaching principles of health. The middle school health education curriculum has recently been augmented by the development of a model curriculum for intensive study of four body systems. In addition to formal classes, health education is incorporated into the curriculum in various ways and is a requirement for high school graduation. Required courses include instruction in the effect of narcotics, alcohol and other stimulants. The School District may cooperate with agencies in providing the educational component of drug and alcohol awareness programs.

Other community health needs are addressed through programs using School District services or facilities. These programs are funded by city, state or federal agencies. Some programs relate to basic health needs of certain segments of the population, such as the elderly or preschoolers.

Table 12 shows the responsibilities of the School District in the area of health. Table 13 summarizes services and programs offered.

TABLE 12

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS
HEALTH

Responsibilities	Documentation
To properly light, heat, ventilate and maintain in a clean and sanitary condition all school buildings.	RCW 28A.58.102.
State Board of Health rules and regulations regarding environmental sanitation of schools.	WAC 248-64.
Must screen all children for visual and auditory defects.	RCW 28A.31.030. WAC 248-144.
Adequate health services shall be provided in secondary schools	WAC 180-56-245.
To make provision for teaching hygiene, with special reference to the effects of alcoholic beverages, stimulants, and narcotics on the human system.	RCW 28A.87.100.
Local health officer must give written approval of plans and make preoccupancy and periodic inspections of a new facility, addition to or alteration of an existing facility.	WAC 248-64-250.
Limitations	
May not maintain clinic for free medical services to needy school children.	McGilvra v. Seattle S.D., 113 Wn. 619, 194 P. 817 (1921).
Immunizations cannot be administered to a student against the will of the parent or guardian.	RCW 28A.59.180(12).
Discretionary Powers	
To appoint a medical inspector to decide if sanitation and health is affecting the safety and welfare of schools in the district. Monthly inspections and reports to the Board of Education and Board of Health are required. (First Class School Districts)	RCW 28A.59.180(12).
To employ a physician and nurses.	AGO 35 (1958).

TABLE 13

SERVICES AND PROGRAMS RELATED TO PUBLIC HEALTH CONDUCTED BY THE SEATTLE SCHOOL DISTRICT

Program	Funding (Budgeted FY 1975-76)	Funding Source	Purpose	Responsible School District Administrative Unit
Alcohol Awareness as it Affects the Indian Child	$31,576	H.E.W./Title III (Alcohol and Narcotic Addict Rehabilitation Act)	To provide training and staff support to the American Indian Heritage/Pupil Services program's counseling component.	Department of Special Programs
Early and Periodic Screening Diagnosis and Treatment	$750	Department of Social and Health Services (Social Security Act - Title XIX)	To provide early and periodic health screening to low-income children.	Student Services
Health Services	$882,348 ($835,440 - School District)	School District	To assure each student of good health.	Health Services Office *Seattle-King County Health Department provides services to students referred by S.D. Health Services.
Immunizations	Health Dept. pays for all consummables (i.e., cotton balls, vaccines, etc.) and actual administering of immunizations. School District provides facilities, organization and record keeping, including parental permission and data processing.	Seattle-King County Health Department	To immunize School District students.	Health Services
Plant Operation	$10,303,818 ($445,181 - C.E.T.A.)	S.D./C.E.T.A.	To operate and clean school buildings and provide services related to facilities.	Operations-Facilities Management
School Program Involving our City's Elderly (S.P.I.C.E.)	$34,044	City of Seattle (Community Development Block Grant)	To address the critical daily needs of the elderly in the areas of nutrition, recreation and health.	Community and Governmental Relations
Food Services	$5,555,250 ($2,955,606 - State and Federal) ($2,599,694 - Sales Receipts)	Federal and State Reimbursement Programs/U.S. Department of Agriculture	To provide meals which meet the daily nutritional needs of students.	Food Service Office
School Health Curriculum Project	$261,887 - Four-year project ending 6/76	H.E.W. (Public Health Service Act-Center for Disease Control)/American Lung Association and Wash. Lung Association	To provide education about the circulatory and nervous system to 5-7 grade students.	Department of Instructional Services.

Social Services

City Responsibility and Services:

The state has preempted a first class city's power to provide poverty programs and some other social programs. In state law, the care and support of needy persons is declared a joint federal, state and county function. It has been determined through the courts that this provision makes poverty programs the exclusive concern of the state and counties.[49] Exceptions to the state's preemption of public assistance are made for federally funded programs.

In the delivery of social programs, municipalities are also limited by Article VIII, Section 7 of the constitution which prohibits cities from giving any money, property, or lending their money or credit except for the support of the poor or infirm. The implications of this provision are discussed more fully in the section titled Municipal Powers.

Since the federal government shifted the responsibility for certain kinds of social programming to local government with revenue sharing, Seattle has increased its involvement in social planning and programming. The power to provide social programs is based primarily on the police power which has been interpreted broadly by the courts to allow a variety of programs to promote health, safety and welfare. This power includes the authority not only to enact health and safety regulations, but also to provide services. For example, legal opinions have upheld a city's right to fluoridate its water supply and provide ambulance service. The legislature has recognized municipalities' participation in federal grants and programs.[50]

The state has also authorized the City to create and transfer federal funds, including revenue sharing funds, to any public corporation, commission, or authority; to act cooperatively or jointly with organizations funded by the federal government if acting as its agent, to continue programs under contract after expiration or expenditure of allocated federal funds, and to make readjustments in connection with federally-funded programs if there is no violation of Article VIII, Section 7 of the state constitution.[51] These authorizations allow the city to cooperate with the School District in providing a number of federally-assisted programs. Some of the funds are designated by the federal government to be used for specific types of programs (categorical aid). Social programs can also be funded through general assistance funds if they can be related to the City's police power.

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[49] AGO to the Department of Social Security and cases cited therein (Appendix 1) (March 22, 1950.)

[50] RCW 35.21.725 .

Outside the police power, the legislature has expressly authorized cities to conduct certain social programs. For example, a city may establish a youth agency to investigate, advise and act on youth problems, including employment, juvenile delinquency and dependency, and educational problems and activities. Cities may establish programs in cooperation with the state to employ applicants for public assistance, and housing authorities to provide safe and sanitary dwellings for persons who cannot otherwise afford them. Once created, however, housing authorities are treated as separate agents of the state and derive their powers and duties directly from legislative enactments, not from local ordinances.[52]

Through legislation, the state has recognized the existence of certain municipal social programs even though explicit authority for these services has not been granted. For example, the state has authorized the matching of its funds with local funds for community programs for the aging, thereby recognizing existing city programs.

Powers enabling a city to provide certain special programs and facilities may allow for providing them to a special group. Programs for the aging may be authorized under the general power of cities to provide park and recreational facilities and programs. This may even include expenditures for construction and operation of senior citizens' centers, depending upon the kind of facility and programs.

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[51] RCW 35.21.730.

[52] Mercy v. City of Seattle, 71 Wn.2d. 556, 429 P.2d 917 (1967).

Senior citizens' centers may also be authorized under the law that allows cities to build and operate multipurpose community centers. Under this law, cities may provide facilities for the delivery of social and health services by public and private agencies in one center. The purpose of the Multipurpose Community Center Act is to afford municipalities, agencies and other cooperating jurisdictions an opportunity to economize on costs of construction and operation of facilities, to avoid duplication and improve communications by the agencies involved, and to make programs more convenient to the user.

In summary, the city has social service powers shown on Table 14.

TABLE 14

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE
SOCIAL SERVICES

Discretionary Powers	Documentation
Police Power	Wn. Const., art. XI, sec. II.
May fluoridate water supply.	Kaul v. City of Chehalis, 45 Wn.2d 616,277 P.2d 352 (1954).
May provide ambulance service.	AGO 72 (1961-1962); AGO 18 (1975); RCW 35.21.
May establish day care centers for working mothers.	AGO 18 (1975).
May grant preferential rates for needy persons.	Wn. Const., art. VIII, sec. 7; RCW 35.92.010; Taxe v. Grandview, 48 Wn.2d 342, 294 P.2d 402 (1956).
May establish a youth agency.	RCW 35.21.630.
May employ applicants for public assistance on public projects.	RCW 74.04.390.
May use state funds to match local funds for community programs for aging.	RCW 74.36.110.
May provide community based services for the elderly through the Area Agency on Aging.	RCW 74 (New Chapter). Washington Laws, 1975-76, 2nd Ex. Sess. Ch. 131.
May construct and operate multipurpose community centers.	RCW 35.59.
May authorize the establishment of a housing authority.	RCW 35.82.

Corresponding School District Responsibility and Related Services:

Most of the powers and responsibilities for welfare of children are aimed at maintaining an acceptable level of health for all pupils and are covered in the Public Health section of this report. Other school programs of a social service nature are provided through state and federal categorical aid or entitlement funds. The School District is limited to paying for only the educational component of the programs.

In an attempt to equalize educational opportunities, programs and services have been provided for economically-disadvantaged youth. These include day care services, training for employment, instruction in basic skills and a wide range of support services such as counseling, medical screening, and followup. The physical needs of students are also considered and food, recreation and emergency services are provided.

In addition to the powers and responsibilities related to social services listed in the Public Health and Safety sections of this report, the School District has the authority summarized in Table 15. Social services and programs conducted by the School District are reviewed on Table 16.

TABLE 15

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS
SOCIAL SERVICES

Powers	Documentation
To issue employment permits for persons 15-18 years of age.	RCW 28A.27.
To establish and operate nursery schools and charge for services. Also provide before and after school care.	RCW 28A.34.010.
S.P.I. may fund any program request from a public or private agency for urban, rural, racial and disadvantaged (URRD) provided it is first submitted to the school district within which the program will be operated.	RCW 28A.41.270.
To authorize the use of facilities for summer or night school, or for public, literary, scientific, religious, political, mechanical, and agricultural meetings.	RCW 28A.58.105.
May use discretion in permitting use for controversial or religious meetings.	AGO 51-53, p. 410.

TABLE 16

SERVICES AND PROGRAMS RELATED TO SOCIAL SERVICES CONDUCTED BY THE SEATTLE PUBLIC SCHOOLS

Program	Funding (Budgeted FY 1975-76)	Funding Source	Purpose	Responsible School District Administrative Unit
American Indian Heritage Summer	$1,712	Department of Human Resources-City of Seattle	To provide a summer recreation support program to provide multi-social services to disadvantaged low-income youth 8-13.	Department of Special Programs
American Indian Heritage/Pupil Services	$94,200	S.P.I./U.R.R.D.	To render specialized services to Indian pupils and families in the Seattle area.	Department of Special Programs
CAMPI Satellite Preschools	$458,000 ($75,000 - State Reim.)	S.P.I. - Transportation Reimbursement/U.R.R.D.	To provide for special needs of disadvantaged preschoolers.	Curriculum and Special Services
Child Development Centers - Summer Programs	$2,995	Department of Human Resources-City of Seattle	To provide summer recreation support program to disadvantaged and low-income youth 8-13.	Department of Special Programs
City Summer Youth Program	$5,700	Department of Human Resources-City of Seattle (U.S. Dept. of Labor)	To provide elective credit to summer employed students.	Department of Occupational Education
Clerical Job Training for Disadvantaged Students	$4,750	S.P.I./Title I ESEA (Vocational Education Amendments)	To train disadvantaged students from the Mt. Baker Youth Service Bureau to develop clerical skills and assist them with employment.	Department of Occupational Education
Early Childhood Education and Training	$4,185	Department of Human Resources-City of Seattle	To provide day care services.	Curriculum and Special Services
Head Start	$469,879 ($74,370 - Seattle Public Schools)	Seattle-King County Head Start Program/Economic Opportunity	To provide day care services for disadvantaged.	Department of Special Programs
Project Interchange	$267,770	S.P.I./U.R.R.D.	To assist potential dropouts by providing junior and senior high school students with individualized instruction in basic skills and prevocational training.	Department of Special Programs
Public Service Employment	$1,666,947 ($50,000 - Seattle Public Schools)	City of Seattle (Comprehensive Employment and Training Act - C.E.T.A.)	To provide job training and employment within Seattle Public Schools for adults.	Department of Personnel Administration
Youth Work Training Program - Regular and Summer (formerly Neighborhood Youth Corps II and Summer Youth Employment Program)	$1,170,000 - Regular ($45,000 - Seattle Public Schools)	King-Snohomish County Manpower Consortium - C.E.T.A. (Title I and III)/S.P.I. - ESEA (Title I)/City of Seattle - Dept. of Human Resources	To provide training, employment and counseling for low-income youth grades 9-12.	Department of Special Programs

Parks and Recreation

City Responsibility and Services:

According to state law, a first class city has the power to acquire land for parks and recreational facilities both inside and outside its city limits. Along with this power to acquire land, a city has the authority to develop park lands and to operate and maintain parks and recreational facilities.[53] A city has the authority to acquire these lands through condemnation as well as to accept donations or purchase available land.

Funds for land acquisition and park development may come from improvement districts or bond issues. In improvement districts, property owners benefiting are assessed, while with bond issues all of the property owners within the city are taxed.[54]

Although providing parks and recreation services has been traditionally a municipal function, state law does not require that cities do this. However, there is case law which holds that improving and operating a public park is a governmental function.[55] Further justification for considering parks and recreation a municipal responsibility is found in the Seattle City Charter. Article XI, revised, establishes a Department of Parks and Recreation headed by a superintendent who shall have the responsibility for the management and control of the parks and recreation system. Section 3 of the same article provides for a parks and recreation fund for operation and maintenance of the system.

Cities have the additional responsibility of insuring that plats for new development make appropriate provision for parks and playgrounds. They have the authority to approve plats that provide for these improvements as well as certain other specified amenities.[56]

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[53] RCW 35.22.280. [54] RCW 35.43.040.

[55] Russell v. Tacoma, 8 Wn. 156, 35 P. 605, 40 Am. St. R. 895; Kilbourn v. City of Seattle, 261 P.2d 407, 43 Wn.2d 373 (1953).

[56] RCW 58.17.110.

First class cities also have the power to create a metropolitan park district, to develop, operate and maintain parks, parkways and boulevards.[57] Although Seattle has never exercised this option, King County has recently been studying alternative ways to structure the county park system and has considered a metropolitan park district as one option.

The Seattle Public Schools and City of Seattle Parks and Recreation Department have a long history of joint use of facilities. Since the inclusion of school districts in the provisions of the Interlocal Cooperation Act, the School District and City may enter into agreements which are not specifically authorized through legislation. Prior to 1969 the City and School District were limited to cooperative agreements specifically authorized by state law. One such law allowed for joint City/School District recreation facilities and programs. As early as 1948 the School Board and Park Board endorsed a policy of cooperative planning for the development of joint recreational and educational facilities wherever feasible. A Joint School/Park Staff Committee was established to make recommendations to the two boards regarding the maximum use of existing facilities and the avoidance of duplication in securing new facilities. To this end, agreements were reached on joint use of facilities, sharing of construction and land acquisition costs, exchange of land leases and joint selection of park/school sites.[58]

The School District and City have continued to exchange the use of facilities and services with each jurisdiction billing the other for costs involved. It has become more and more difficult to negotiate the exchange of statements as lease arrangements and ownership have become less distinct and services provided by each jurisdiction have become more diverse. The waning of School District and City resources has placed an added strain on negotiating settlements that are agreeable to both parties.

Specifically, a city may perform the park and recreation functions shown on Table 17.

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[57] RCW 35.61.010.

[58] "The Joint School/Park Committee - A Nine Year Report," Department of Parks and Recreation - City of Seattle, Seattle, Wa., December, 1957.

TABLE 17

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE PARKS AND RECREATION

Discretionary Powers	Documentation
May acquire land for, construct, operate, maintain, and supervise the following: Parks Playgrounds Gymnasiums Swimming Pools Field Houses Public Camp Purposes Bathing Beaches Other Recreational Facilities	RCW 67.20.010.
May acquire land for, construct and maintain the following: Auditoriums Art Museums Athletic and Recreational Fields, including Golf Courses. Swimming Pools	RCW 35.21.020.
May provide space and operating funds for historical museums.	RCW 27.48.010.
May designate parkways, park drives and boulevards.	RCW 35.21.190.

Corresponding School District Responsibility and Related Services:

School districts are authorized by the state to establish, operate, and maintain recreational facilities and programs. It may be implied from state compulsory education requirements for physical education in grades 1-12 that the School District must provide recreational facilities and programs. State law establishes a Division of Recreation within the state Department of Public Instruction. The fact that the express purpose of this division is to encourage school districts to establish local recreation programs implies that the state recognizes recreational programming as a proper school district function.

Statutory law has enabled school districts to extend the use of recreation and playground facilities and participation in recreational programs to the general population. Limitations on this power require that no school district funds be used and that student purposes be served first. Only allocations made by the Superintendent of Public Instruction for the express purpose of providing extended recreation programs can be used to cover the costs. School property can be rented or leased in competition with private real estate under provisions of RCW 28A.58.040. This allows the use of school district recreation facilities by private interests as long as the School District is reimbursed and there is no interference with school purposes. The School District is restricted from making a gift of its resources for charitable or social service purposes, so any non-school related use of facilities must be paid for.[59] Table 18 lists the powers of the School District in parks and recreation. Table 19 summarizes parks and recreation services and programs provided by the School District.

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[59] Memorandum from Gary M. Little, General Counsel, Seattle Public Schools, to Steve Kerr, Director-Facilities Utilization Study, "Community Use of Excess Classroom Space," Seattle Public Schools, Seattle, Wa., April 29, 1976.

TABLE 18

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS PARKS AND RECREATION

Discretionary Powers	Documentation
To purchase, lease, receive or hold real and personal property in the name of the district, and rent or sell the same.	RCW 28A.58.040.
To condemn and appropriate land for school use. (Power of eminent domain)	RCW 28A.58.070.
To authorize the use of or rental of school playgrounds, athletic fields or facilities and determine compensation.	RCW 28A.58.048.
To establish, operate and maintain recreational facilities and programs; including gymnasiums, tennis courts, baseball grounds, swings, etc.	RCW 28A.14.030. AGO 15-16 p. 65.
To establish, operate, control, maintain and make reasonable charges for the use of school-owned camps.	RCW 67.20.015.
Recreational use land may be acquired by donation, purchase, or condemnation.	RCW 28A.58.010. Ex rel Tacoma S.D. No. 10, 53 Wn.2d 55, 330 P.2d 567 (1958). AGO 88 (1948). Juanita v. Everett S.D. No. 24, 178 Wn. 637, 35 P.2d 78 (1934).
May extend recreation programs and facilities to adults if not supported by school district funds.	RCW 28A.14.040.
To join with the city in securing and holding land and facilities for recreational purposes only. To establish and conduct recreation programs or enter into any contract with organizations for the purpose of conducting recreation programs.	RCW 67.20.010. AGO 51-53 p. 351. RCW 67.20.020.
To rent or lease an athletic field or buildings for school use.	Inf. Op. Troy to Cohan, Kitsap Co. Pros. Atty., 12/21/42.

TABLE 19

SERVICES AND PROGRAMS RELATED TO PARKS AND RECREATION CONDUCTED BY THE SEATTLE PUBLIC SCHOOLS

Program	Funding (Budgeted FY 1975-76)	Funding Source	Purpose	Responsible School District Administrative Unit
Seattle Athletic Program	$409,381 ($64,381 - Seattle Public Schools)	Metro League/Rentals and Fees/Other Schools/ Seattle Public Schools	To provide opportunity for students to participate in interscholastic sports competition.	Athletic Office
Community Use of Buildings	$87,000 - Rentals	Users including Park Department	To provide school space for community-related activities.	Facilities Department - Operations Section
Evening Recreation Programs	$34,306 - Fees	Users	To provide school space for recreational programs.	Evening Recreation Program Office
Health, Physical and Recreation Education Program		Seattle Public Schools	To develop, implement and evaluate health, physical and recreation education programs.	HPRE Office
Intramural Programs (Outdoor intramurals and swimming events are held in city facilities)		Seattle Public Schools	To provide opportunities for students to participate in a broad range of intramural activities.	HPRE Office
Memorial Stadium and Parking Lot	$57,250 - Rentals and Fees	Users	To provide a facility for interscholastic athletic events, community groups, and for parking at the Seattle Center.	Athletic Office

Library

City Responsibility and Services:

The City library system is provided through state law and the Seattle City Charter. The creation, means of financial support, and administration of libraries are specified by state statutes. Although the charter refers to the library as a department, state provisions allow it to function as a somewhat autonomous institution.

The management and control of the library is vested in a five member board appointed by the Mayor with consent of the City Council. This board is responsible for selecting the librarian and expending the library fund.

The library derives its funds from gifts, rents, and appropriations made by the City Council. It is through the budget that the City has begun to exercise more control over the library system. A 1974 management study, commissioned by the City Office of Management and Budget, recommended some major changes in the administration and operation of City libraries. A regionalization plan was one of the recommendations. Fully implemented, the plan would assign the 22 branch libraries to one of three regions and staff and resources would be pooled. Charges have been made that this will lead to the demise of neighborhood libraries, but proponents of the plan say that it will make the system more efficient by eliminating the duplication of services, providing better allocation of staff, and expanding the shared use of collections. It is viewed by those concerned with the City's fiscal crisis as a way to economize.

Any governmental unit that is authorized to maintain a library can contract to deliver or receive library service or become a member of a regional library system. This provision has enabled counties and municipalities to increase library services and maintain higher standards. The Seattle Public Library has an agreement with the King County Library to provide interlibrary loans and book bindery services. In addition, the City library makes services available to the blind on a regional basis for which it receives state and federal funds. The power to contract services enables the City and School District to cooperate in providing library services. Mobile units from the City library used to serve Seattle schools; however, this service has been discontinued as budgets have been reduced.

Legal provisions regarding libraries are shown in Table 20.

TABLE 20

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE
LIBRARIES

Discretionary Powers	Documentation
The library board shall manage and control the public library as provided by state law and shall alone have authority to expend the library funds.	Seattle, Wa., Charter, art. XII, sec. 5.
Any government unit authorized to maintain a library can contract to receive library service from an existing library.	RCW 27.12.180.

Corresponding School District Responsibilities and Related Services:

As early as 1909, laws have been passed implying a school district's responsibility to provide school library services. There are no quantitative standards in the state law, rather it allows local boards of directors to determine what is "necessary for the proper education of the district's students."[60] The law also provides for further promulgation of requirements by the Superintendent of Public Instruction or the State Board of Education.

The more specific requirements as determined by the State Board of Education are found in two sections of the Washington Administrative Code, Chapter 180.

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[60] RCW 28A.58.104.

To receive state funds, school districts must comply with minimum approval requirements set forth in section 16-165. These include the provision of adequate supplementary learning resources at the elementary and secondary levels and provision of appropriately trained, certificated library personnel at the secondary level. Section 56, Secondary Education, further delineates program requirements for secondary schools. Included are specific requirements for professional preparation of learning resources specialists, number of professional library staff, and quantity and organization of instructional and learning resources.

The state laws and regulations allow for flexibility in the manner in which library services are provided, particularly at the elementary level. In other words, school districts could fulfill their responsibility through the provision of classroom libraries or an easily accessible facility outside the school.

Seattle School District has rejected these options as being inadequate to meet the needs of today's students. The District has determined that the most effective and efficient way of providing library services is through a central library and library program in each elementary and secondary school. The importance of specially trained staff is also recognized.

The number of library and media personnel serving secondary schools is 56.1. Of this number, 39.2 are certificated and 17.9 are clerical staff. At the elementary level, 16 of the 84 schools have half-time librarians; the rest are full-time. Some principals have requested additional library support staff for their learning resource programs. Remodelling and additional space are needed in some libraries.[61] The School District policy on school libraries describes the advantages of a well-stocked, well-staffed, convenient library.[62] These statements are consistent with principles endorsed by professional organizations such as the American Library Association, Washington State Association of School Librarians, and other media and educational groups.

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[61] Telephone interview with Marilyn Christie, Library Specialist, Seattle School District No. 1, December 10, 1976.

[62] Policy IFBD, School Libraries, School Board Policies Administrative Regulations, loc. cit.

Additional library and media services are available on a districtwide level. The library and audio-visual offices of the Instruction Resources Section provide direct support to schools. The offices are staffed by three certificated and eighteen and one-half clerical employees. Responsibilities include the following: managing audio-visual materials circulation; coordinating school libraries and learning resource centers operations; central receiving, inspecting, cataloging, and processing of all library materials for District library facilities; operating a Professional Library for School District staff; maintaining audio-visual materials and equipment; and serving as consultants to school librarians and staff.

Except for occasional meetings between City and School District librarians and publicizing City Library programs in the schools, there is no relationship with the public library system.

Urban Planning and Development

City Responsibility and Services:

The legal framework for planning in Seattle is found in the City charter provision establishing the City Planning Commission, and in RCW 35.63, RCW 58.17 and RCW 35.81, as amended. These chapters contain directives related to a planning commission, comprehensive planning, zoning regulations, platting and subdivision regulations and urban renewal.

If a city wishes to exercise certain planning powers, the state legislative guidelines for establishing a planning commission must be followed. However, as a first class charter city, Seattle has the right to extend the membership duties and powers of its commission beyond those stipulated by state law.[63]

The powers of a planning commission authorized by the state Planning Enabling Act include the right to act as the research and fact-finding agency of the city, to analyze data, formulate plans and to make recommendations on conservation, utilization and development. According to the City charter, the Planning Commission recommends to the City Council plans for development of the City and advises on planning goals and other matters related to the City's physical development and redevelopment.

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[63] RCW 35.63.020.

The power of cities to implement plans is based on the police power and on specific legislation authorizing a city to control and guide development. A city's authority to zone land is derived from the police power, as is the authority to issue building permits and enforce building codes. The police power allows the enactment of ordinances not only requiring new buildings to meet codes, but also to adopt regulations for unfit dwellings, requirements for repairs or renewal of buildings and abatement of buildings unfit for human habitation. Urban renewal is another means of controlling development and providing for rehabilitation and redevelopment of blighted areas and slums. Subdivision regulation is also authorized by statute. According to the subdivision act, a city may regulate subdivisions and is required to see that appropriate provision is made in plats and sites for schools and school grounds, streets, parks and playgrounds. It is also a city's responsibility to see that the public interest is considered when land is platted.

The authority enabling a city to make capital improvements allows development of capital improvement programs which can be utilized to implement plans. Through this planning tool a city's investments in such projects as sewers, arterials and parks are scheduled, costed out and prioritized (usually over a six year period). Capital projects can be located and timed to achieve a city's planning goals. In this manner municipal investment is directed toward implementing its plans.

The authority to plan for and regulate shorelines use was granted to all Washington cities by the legislature through the 1971 Shorelines Management Act. This legislation established a state-local cooperative regulatory program. Local government has the primary responsibility for initiation and administration of the program, preparation of inventories and development of a master program for the local shorelines consistent with state guidelines.

In summary, a first class city has the planning authority shown in Table 21.

TABLE 21

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE URBAN PLANNING AND DEVELOPMENT

Responsibilities	Documentation
Shall adopt a shoreline master program and regulate its shorelines.	RCW 90.58.
Discretionary Powers	
May establish a planning commission to do research, fact-finding, analyze data, formulate plans, and make recommendations on conservation utilization and development.	RCW 35.63.
May make recommendations on planning goals and plans for development.	Seattle, Wa., Charter, art. XIV, sec. 3.
May regulate subdivisions.	RCW 58.17.
May carry out urban renewal projects.	RCW 35.81.070.
May regulate construction.	RCW 35.22.280.
May regulate unfit dwellings requiring repair or removal or demolishing of dwellings.	RCW 35.80.030.
May make capital improvements.	RCW 35.43.040.
May enact and enforce zoning ordinances.	*King County* v. *Lunn*, 32 Wn.2d 116, 200 P.2d 981 (1948).
May join with other municipal corporations to establish, maintain and share in the support of regional planning commissions.	RCW 36.70.060.
May annex unincorporated areas of the city that are contiguous to the city either through the election or petition method.	RCW 35.13.

Corresponding School District Responsibility and Services:

Because the School District is legally charged with the power "to transact all business necessary for maintaining schools and protecting the rights of the district,"[64] it would seem appropriate for the School District to analyze and respond to plans that directly affect the delivery of educational services in the district.

It is acknowledged that school districts have a stake in planning for the future growth and development of an area. But school boards have often reacted after city planning decisions have been made rather than advocating in the early stages a position in the best interests of the school district. School boards have operated under the philosophy that their responsibility is to meet the educational needs of the area regardless of the forces creating those needs. However, school districts are becoming more and more aware that to ignore those forces is financially impractical. Enrollment declines, enrollment shifts, racial transition and racial segregation are examples of problems caused by forces over which the school district has little control. Although the only planning and development control the School District is expressly authorized to exercise is in the acquisition of school property and location and utilization of educational facilities, it would seem that the School District has a responsibility to exercise its political power to influence public and private decisions which would have a positive or negative effect on its fiscal, program or facility plans.

Planning and development decisions which affect residential populations have an impact upon the School District. Zonings, annexations, abatements, rehabilitation and redevelopment projects, location of major arterials and public housing projects can drastically alter the characteristics of residential neighborhoods, leading to substantial increase or decrease in school enrollments. Characteristics of a school's population may be changed, requiring additional social and health services.

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[64] RCW 28A.58.010.

There may be financial impacts as well. The School District's tax base may be reduced or expanded. Building codes may force the School District to make unplanned expenditures. Capital improvements financed through local improvement districts also have fiscal implications for the School District.

Parks and recreation planning also affects School District planning. Since both jurisdictions can exercise authority in this area, decisions for siting parks and playgrounds and for improving jointly used facilities should involve both jurisdictions.

Annexations may require that a school district provide educational services to a newly annexed area of the city. This would not appear to affect Seattle since there are existing school districts already serving adjacent areas. But suburban growth does have a debilitating effect on the urban school system and should be a matter of concern to the School District. Since most school districts are not in a position to provide facilities for newly-developing areas, much of the capital financing must come from the state. This drains off state construction resources at the same time schools are being closed in older urban areas. Newly-developing areas attract middle and upper class families thereby draining tax support from the older areas. Zonings for shopping centers and industrial parks often accompany suburban development. This further exacerbates the problem of maintaining a strong tax base in the city by encouraging commercial and industrial relocation.

It is difficult to assess what impact the School District could have on the planning and development of the City and surrounding area. The School District staff responsible for urban planning and facilities is limited both in number and expertise. One facilities planner has the major responsibility for this function. In order to do a comprehensive job of responding to external pressures, as well as meeting the internal needs for facilities planning, this function needs to be expanded.

In addition to the legal responsibilities for planning and development listed in the public safety, public health, public utilities, public works, parks and recreation and environmental control sections of this report the regulations shown in Table 22 apply.

TABLE 22

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS URBAN PLANNING AND DEVELOPMENT

Responsibilities	Documentation
To comply with reasonable building ordinances.	AGO 3/22/50. *Edmonds S.D. No. 15 v. Mountlake Terrace*, 77 Wn.2d 616, 465 P.2d 177 (1970).
Annexation of property to a city requires annexation of territory to the school district if 75% of heads of families request it and territory contains no school or school site.	RCW 28A.57.150.
Prerequisite for allotment of funds for school building facilities. School district must show evidence that proposed construction will not create or aggravate racial imbalance.	WAC 180-30-040.
Discretionary Powers	
To purchase, lease, receive, rent or lease property.	RCW 28A.58.040.
To condemn and appropriate land.	RCW 28A.58.070.

Environmental Control

City Responsibility and Services:

As the public has become more aware of the environmental problems related to development, the legislature has passed statutes designed to prevent further environmental deterioration. The level of government responsible for environmental planning and control differs depending upon the subject. Water pollution control is a function of state government. Air pollution control is divided between state, regional and local government with responsibility in King County vested in a regional air pollution control agency. The rules and regulations of this agency supercede those of existing cities within the boundaries of the control agency's jurisdiction.[65] However, cities still have the right to abate nuisances that cause air pollution and make expenditures for studies and research which could not be provided by the pollution control agency.

The state has the responsibility for determining maximum permissible noise level and noise abatement and control. However, local government may adopt noise regulations that are consistent with state regulations if local conditions require special controls. If differing from state requirements, these regulations must be approved by the state.

In addition to making provision for pollution control, the legislature, through the State Environment Protection Act, has insured that environmental factors be considered when decisions are made. Cities are required to provide an environmental impact statement on proposals for legislation and other major actions affecting the quality of the environment. Cities are required to bring their regulations, policies and procedures into compliance with this act as well. The 1976 legislature added a new chapter to the act that requires local governments to give appropriate consideration to economic values along with environmental, social, health and safety considerations.

A city is required to consider the costs of energy consumption for public buildings. Whenever a major public facility is to be planned, constructed or renovated, the costs of heating and lighting the building for the life of the facility must be calculated.

Legal powers and responsibilities of the City are found in Table 23.

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[65] RCW 70.94.011, - .053.

TABLE 23

POWERS AND RESPONSIBILITY - CITY OF SEATTLE ENVIRONMENTAL CONTROL

Responsibility	Documentation
Must prepare environmental impact statements on legislation or major actions affecting the quality of the environment.	RCW 43.21C.030
Must analyze the cost of energy consumption of each major public facility to be planned, constructed or renovated.	RCW 39 (new chapter). Washington Laws, 1975 1st Ex.Sess. Ch. 177.
Must consider economic values in the "rule making process" along with environmental, social, health and safety considerations.	RCW 43 (new chapter). Washington Laws, 1975-76 2nd Ex.Sess. Ch. 118.
Discretionary Powers	
May abate nuisances that cause air pollution.	RCW 70.94.230 -.370.
May adopt noise regulations that are consistent with state regulations.	RCW 70.107.
May make expenditure for research, consultants and studies on air pollution.	RCW 70.94.097 (new section). Washington Laws, 1975, 1st Ex.Sess. Ch. 106.

Corresponding School District Responsibility and Services:

The School District has the same responsibility as any other individual or corporation to adhere to environmental protection regulations. The School District is required to submit an environmental impact statement on major actions that would affect the quality of the environment; however, there are conflicting opinions on what constitutes a major action. Future court decisions will probably determine which actions contemplated by the School District necessitate the preparation of an environmental impact statement.[66]

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[66] In a recent court decision (*Coalition to Keep Our Schools, et al.*, v. *Roe et al*, King County Superior Court, August 27, 1976) the court ruled that the Seattle School District was required to submit an environmental impact statement in conjunction with planned temporary school closures.

The School District has the power to review and comment on environmental impact statements along with other public agencies. Monitoring this process would assure the School District that educational needs were addressed in any project that impacted the School District. The School District's analysis and comment on environmental impact statements could make the public more aware of social costs or benefits of particular projects.

Table 24 documents School District responsibilities in the environmental control field.

TABLE 24

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS
ENVIRONMENTAL CONTROL

Responsibilities	Documentation
Must prepare environmental impact statements on legislation or major actions affecting the quality of the environment.	RCW 43.21.030.
Must disinfect or destroy all infected trees or shrubs growing on public property.	RCW 15.08.230.

Public Utilities and Public Works

City Responsibility and Services:

A modern city depends upon the facilities and operation of its public works and public utility systems. Washington State laws enable a city to construct, condemn, purchase, acquire and operate water, sewer, garbage collection and disposal systems, gas and electric utilities, cable, electric or other railways and bus lines. The 1976 legislature extended the city's authority to include development and operation of facilities to convert solid waste into useful products.

A city has the additional power to provide for storm water control and to construct and maintain a sewer and storm sewer drainage system.

In addition to statutory law, the courts have ruled that the police power gives a city the right to construct public facilities to protect the public's safety, health and welfare.[67] The police power is also justification for a city to collect garbage or provide for its collection by a private company.[68]

Cities also have the power to "order public improvements." This includes the authority to install, maintain and operate street lighting systems and to furnish electricity. Sidewalks, gutters, curbs and driveways across sidewalks may be constructed, reconstructed and repaired by the city. Property owners may be assessed for the costs of the project or may be required to construct the project. Costs may also be paid for out of available City funds. The City provides sidewalk construction and repair to schools without assessment of fees, although this is not provided for by law.

Some of these public functions the cities provide as proprietary functions for the special benefit of their citizens. These utilities, including gas, water, and electric services[69] are usually revenue producing through charges to users. The School District is treated as any other user and charged for utility services. However, the City gives the School District a reduced rate for electricity.

The city provides other functions as a public necessity and usually the city receives no revenue from them except for original connection fees. These services are classed as public works which, according to court decisions, are governmental functions. Sanitary sewers, sewage treatment facilities and public buildings are considered in this category.[70]

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[67] Robb v. Tacoma, 175 Wn. 580, 28 P.2d 327.

[68] Wallis v. Fidelity & Deposit Co., 155 Wn. 618, 285 P. 656 (1930).

[69] Municipal Government in the State of Washington, loc. cit., pp. 219-220.

[70] Ibid; Steilacoom v. Thompson, 69 Wn.2d 705, 419 P.2d 989 (1966); Gladwin v. Ames, 71 P. 189, 3[illegible] Wn. 608 (1903).

Although cities have the power to provide public utilities and public works by state law, in general the statutes omit designating responsibility for providing these services. An exception is the handling of solid waste which the state has assigned to local government.[71]

Powers of the City in the area of utilities and public works are shown in Table 25.

TABLE 25

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE
PUBLIC UTILITIES AND PUBLIC WORKS

Discretionary Powers	Documentation
May construct, condemn, purchase, acquire and operate water, sewer, garbage collection and disposal systems, gas and electric utilities, cable, electric or other railways and bus lines.	RCW 35.92. RCW 35.22.280.
May provide for storm water control and to construct and maintain sewer and storm sewer drainage systems.	RCW 35.21.210. RCW 85.08.020.
May establish a garbage collection and disposal system or provide for garbage collection and disposal through private contractors. May recycle solid waste into useful products.	RCW 35.21; 35.92.
May require residents to use garbage service.	RCW 35.21.130.
May install street lighting system and furnish electricity and maintain and operate this system.	RCW 35.43.040.
May construct, reconstruct and repair sidewalks, curbs, and driveways across sidewalks.	RCW 35.68.

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[71] RCW 70.95.020.

TABLE 26

POWERS AND RESPONSIBILITIES - SEATTLE SCHOOL DISTRICT RELATED TO PUBLIC UTILITIES AND PUBLIC WORKS

Responsibilities	Documentation
To properly light, heat and ventilate school buildings and maintain clean and sanitary school premises.	RCW 28A.58.105.
Obligated to pay local improvement assessments against school property.	RCW 35.43.040.
Discretionary Power	
May contract with a sewer district for the installation of a sewer line.	RCW 35.91.
To construct outbuildings for heating, lighting, ventilating or sanitation purposes without a vote of the people.	RCW 28A.58.102.
To undertake acts necessary for construction of a public work.	RCW 39.28.010-.040.

Transportation

City Responsibility and Services:

Cities have traditionally been responsible for providing a transportation system within their boundaries.[3] While priority has usually been on building and maintaining streets and highways for automobile use, cities have also operated public transit systems.

The authority to provide a street system and regulate the use of streets is granted to cities by the state as one of the basic powers of a first class city. Among specific functions are the right to lay out, establish, and improve streets, alleys, avenues, sidewalks and wharves, and to regulate their use. Cities also

Corresponding School District Responsibility and Service:

The School District's responsibility to provide public utilities and public works services is limited to those necessary to heat, light and ventilate school buildings and maintain them in a clean and sanitary condition. The School District has the power to construct public works that are expressly authorized through legislation. Public works that are authorized include auditoriums, recreational facilities, playgrounds, and others discussed more fully in the parks and recreation section of this report.

Unless the authority to provide certain facilities and services is expressly granted or implied as legally necessary to carry out explicitly stated powers, the School District cannot act. The duty to maintain a school building adequately implies the authority to enter into contracts to have certain services (i.e., public utilities) supplied and therefore the School District is empowered to act.[72]

The public works/utilities legislation covers school districts under the grant of authority to cities enabling them to contract with owners of real estate. Also, local improvement legislation specifically states that "....all property in public ownership devoted to the public use, and all places where children congregate for any purpose, and all state granted school land...." is subject to assessment for any local improvements ordered by the city. Some facilities have been planned and provided jointly by the City and School District through the formation of local improvement districts (LID's). An example of this kind of effort is the Lawton Playground Park. Other improvements such as sidewalks have been constructed/ reconstructed through city funds from general obligation bonds earmarked for street improvements. In the latter case, there has been no charge to the School District.

School District powers and responsibilities in the area of public utilities and public works are listed in Table 26.

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[72] AGO 169 (1961-1962).

may change the grade of any street, highway or alley, and construct and keep in repair bridges, viaducts and tunnels. These powers granted by the state are also enumerated in the City charter.

State law requires city adherence to state-wide street and highway design standards, classification of highways as major or secondary arterials and access streets and adoption of a six-year street capital improvement program. This is a schedule, costing out and prioritizing street and highway improvements over the six-year period. The legislature in mandating this planning intended to insure that a city has a coordinated street construction program. The 1975 legislature included bicycle, pedestrian and pedestrian facilities in the six-year program. State law also specifies procedures for dedication of rights of way, methods for platting streets and accepting them as public roads,[73] procedures for vacating streets,[74] and the relationship between the state and city when a local road is part of the state highway system.[75]

Only in recent years has the emphasis in municipal transportation begun to swing away from streets and highways to public transit. In order to provide a mechanism for transit service in metropolitan areas, the state legislature in 1965 passed an act granting municipal corporations the power to operate public transit systems. This act gave a metropolitan area the choice of either a city or metropolitan corporation as operator of a transit system. Seattle and King County opted for the latter by establishing Metro.

This municipal corporation is authorized to prepare a comprehensive plan for public transportation service, and to acquire, purchase, condemn, lease, construct, improve, operate and regulate the use of metropolitan transportation facilities. A metropolitan transit commission is required to perform certain tasks under this form of operation.[76]

According to court decisions, the ownership and regulation of streets is a governmental function. To determine if providing public transportation is also a municipal obligation would require further research.

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[73] RCW 58.08-.17. [74] RCW 35.79 amend.

[75] RCW 47.24. [76] RCW 35.58.240-.270.

A city has the responsibility not only to regulate and supervise its streets but also to keep its streets, sidewalks and parking strips in reasonably safe condition. This obligation even includes removing snow and ice from city sidewalks if an owner fails to do so within a reasonable period of time.[77]

Transportation powers and responsibilities of the City are shown in Table 27.

TABLE 27

POWERS AND RESPONSIBILITIES - CITY OF SEATTLE
TRANSPORTATION

Responsibilities	Documentation
Must adhere to state-wide standards for steets and highways. Must classify highways as major or secondary arterials or access streets.	RCW 35.78.010
Must have a six-year street program.	RCW 35.77; Wn. Laws, 1975, 1st. Ex.Sess. Ch. 215, amending RCW 35.77.010.
Must keep its streets, sidewalks and parking strips in reasonably safe condition.	Parker v. Skagit County, 297 P. 2d 620, 49 Wn.2d 33 (1956); Fletcher v. City of Aberdeen, 338 P.2d 743, 54 Wn.2d 174 (19 (1959); Raybell v. State, 496 P.2d 559, 6 Wn. App. 795 (1972); Owens v. City of Seattle, 299 P. 2d 560, 49 Wn.2d 187, 61 A.L.R. 2d 417 (1956).
Must regulate and supervise its streets.	Bradshaw v. City of Seattle, 264 P.2d 265, 43 Wn.2d 766.
Discretionary Powers	
May lay out, establish and improve streets, alleys, avenues, sidewalks and wharves and regulate their use; change the grade of any street, highway or alley; construct and keep in repair bridges, viaducts and tunnels.	RCW 35.22.280; Seattle, Wa., Charter, art. IV, sec. 14.
May construct, maintain and operate public transit.	RCW 35.92.060.

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[77] Hartley v. Tacoma School Dist. No. 10, 354 P.2d 897, 56 Wn.2d 600 (1960).

Corresponding School District Responsibility and Services:

The state requires that school districts be responsible for transportation of students who live more than two miles from school and for any students who are not ambulatory. Seattle School Board policy designates other circumstances in which School District transportation will be furnished. These include: transportation home for racial transfer students participating in after school activities either sponsored by the school or by character building groups such as Boy Scouts, Camp Fire Girls, Park Department, etc.; transportation for any child to attend a special class and special transportation for handicapped students unable to use public transportation; transportation of any student to another facility if it becomes necessary or desirable to close the school building which he/she has been attending; transportation for any student placed in a school other than the student's neighborhood school by the Student Placement and Attendance Accounting Office.[78]

A provision allowing for public transportation by school district buses is not applicable in Seattle. Because the Seattle School District contracts for its transportation services from METRO and Associated School Bus Co., the District does not own a school bus fleet. The provision authorizing school districts to provide public transportation is probably more useful in areas where a transit system is not operating.

State law requires that school buses be equipped with specified safety equipment. Exceptions are made for common carriers such as METRO, although METRO must certify that their buses have been inspected and meet safety standards. The Washington State Patrol regularly inspects other school buses.

Compliance with school bus traffic safety laws can cause traffic congestion, especially on heavily travelled arterials. The advisability of enforcing some regulations under certain conditions has been questioned.[79] The requirement that all vehicles stop when approaching a school bus with its warning equipment operating may cause more accidents than it prevents. In instances where there are multiple lanes of traffic or barriers between the two directional lanes, it seems unnecessary to require oncoming vehicles to stop. Bus routes and pick up points have a definite impact upon traffic flow. In making a decision, such as school closure, which would increase the volume of student transportation services or alter established bus routes, the School District should consider the impact upon traffic and transportation in the City and consult with the appropriate City departments.

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[78] Policy JGG-R, JGGC, JGGC-R, School Board Policies Administrative Regulations Seattle School District No. 1, loc. cit.

[79] Interview with the School Traffic Safety Division Personnel, City of Seattle Policy Department, April 12, 1976.

The School District Transportation Office in the Business and Plant Department is responsible for transportation. In a recent management-organization study the present operations of this office are described as follows:

> The Transportation Office is responsible for supervising and coordinating the pupil transportation programs, including the individualized transportation for Special Education students and the desegregation busing programs. The District uses METRO or Associated Buses and is in the process of selling the five District owned buses.[80]

The Transportation Office cooperates with the City Engineering and Police Departments in establishing bus routes, bus stops, and safety zones for schools. This information and transportation mileage is submitted to the Educational Service District and State Office of Public Instruction for purposes of state reimbursement.

The School District is reimbursed by the state at the same rate for all regular programs. For the 75-76 school year this rate was approximately 52%, for 76-77 it has been reduced to approximately 40 percent. Pupil transportation services are estimated to cost over four and one-half million dollars in 1976-77.[81] The reduced reimbursement rate will have a substantial financial impact upon the School District.

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[80] Compass, loc. cit., VII-14.

[81] Robert Nelson and Mary Carson, A Citizen's Summary of the 1975-76 Program Budgets, (Seattle, Wa.: Seattle School District, Feb. 1976).

Table 28 lists the powers and responsibilities of the School District with regard to transportation.

TABLE 28

POWERS AND RESPONSIBILITIES - SEATTLE PUBLIC SCHOOLS TRANSPORTATION

Responsibilities	Documentation
Must provide and pay for transportation of children living more than 2 miles from school and to all handicapped students who are not ambulatory.	RCW 28A.24.090.
Cooperate with the Transportation Commission in establishing and determining costs of bus routes, and provide safe walkways in lieu of bus routes.	RCW 28A.24.100 and RCW 28A.24.150.
To designate bus stops for pick up points	AGO 21-22, p. 168.
To provide certain equipment on school buses to comply with state requirements, thereby obligating drivers of approaching and following vehicles to yield right-of-way and stop as prescribed by traffic laws.	RCW 46.37.
Discretionary Powers	
May provide transportation for public or for elderly when public or private transportation is not reasonably available as long as school district is reimbursed.	RCW 28A.24.055 and RCW 28A.24.180

RECOMMENDATIONS

These recommendations are specifically related to the legal powers of the School District and City and the limitations on their exercise of power. Implementation of these recommendations involves amending the state constitution or city charter, passing state and local legislation and interpreting present provisions of the law more broadly. The following recommendations suggest actions which would expand the City and School District's authority and increase the chances of working out cooperative relationships.

(1) Amend Article VIII, Section 7, of the state constitution to eliminate the restriction on state agencies when lending credit or giving aid.

This restriction on the City and School District's power limits their ability to provide programs to maintain the vitality of the City and its schools. It limits the City's capability to offer services that the schools have traditionally provided but can no longer afford. It has been suggested some services are more appropriately the responsibility of the City than the schools, and might be provided by the City. For example, the City's Department of Human Resources which now provides counseling for disadvantaged youth might extend its services to other children. However, it is unlikely the City has the authority to provide these kinds of social services to all school children under the present constitutional provisions.

The future vitality of the City and quality of its schools are related to an adequate supply of well maintained housing. This same constitutional limitation makes it difficult for a city to make loans for housing improvements in deteriorating neighborhoods and stands in the way of the City initiating programs to rehabilitate the City's housing stock.

This amendment would also have the effect of reducing the power of the State Auditor's office over local budgets. Through a narrow definition of what is and is not legally acceptable fiscal management, the State Auditor influences local policies and programs. Scrutiny by the State Auditor's office of local budgets and expenditures has made accounting and budget offices and the City Treasurer extremely wary of the financial mechanisms for new programs. For example, the City Treasurer recently questioned the legality of the arrangement worked out between the City and Seattle Housing Authority for funding the Neighborhood Housing Rehabilitation Program through Community Development Block Grant funds. In some cases accounting procedures have become so cumbersome as to negate any benefits realized. Other strategies should be investigated which would allow the City and School District more flexibility in their fiscal response to local needs without running the risk of being reprimanded by the State Auditor's office.

(2) Amend Article XI, Section 10, of the state constitution expanding the City's home rule powers.

There are presently proposals under consideration by the State House of Representatives Subcommittee on Home Rule Powers to expand home rule. One recommendation is for a constitutional amendment that would allow a city to take any action not prohibited by state law or the constitution. Passage of this amendment, a revision of Article XI, Section 10, would grant Seattle the authority to provide new kinds of services without first requesting enabling legislation from the state. The City would then have the authority to provide any service except those pre-empted, or prohibited by the state.[82]

(3) Amend Article IV, Section 9, of the Seattle City Charter by deleting the restrictions on the City Council's authority to make appropriations.

As has been pointed out, the charter is particularly restrictive. It limits the City Council to making only those appropriations expressly authorized by the charter or the laws of the state. This restriction coupled with a narrow interpretation of home rule, granted in Article XI, Section 10 of the constitution severely limits the City's capability to initiate new programs without authority from the state legislature.

Research shows that local government frequently must turn to the legislature for authority to initiate new programs or meet emergency situations. After the December 1976 floods in King County, the 1976 legislature had to amend the Emergency Services Act to enable local emergency service units to provide aid to flood victims. Similarly, Seattle requested enabling legislation from the 1976 legislature to obtain authority to recycle solid waste into useful products. This legislation was necessary before Seattle could proceed with plans to convert solid waste into methane gas. It is difficult, given the cumbersome political process of the state legislature, for it to respond to state needs, let alone local needs. A case can be made that a city, a general purpose government with the responsibility to provide for the health, safety and welfare, should have the authority to act without first going to the legislature or amending its charter as presently required.

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[82] The Seattle Charter provision limiting the council's power to approve appropriations that are specified in state law or the charter would also have to be amended before the City could fully exercise the power granted by this proposed constitutional amendment.

(4) Provide for the possibility of a broader interpretation of the City's police power.

The police power enables the City to take action on any subject related to the health, safety, or welfare of its residents. A broad interpretation of this power would allow the City to enact any related ordinance consistent with the general laws of the state.

However, there has been a reluctance on the part of Corporation Counsels or City Attorneys to recommend actions that would test the extent of cities' police powers in the courts. The fact that the Corporation Counsel is an elected official may tend to produce conservative or non-controversial recommendations to avoid adverse publicity or legal challenges. On the other hand, an elected Corporation Counsel may tend to be more independent and less influenced by the executive or legislative departments. The change proposed in the City charter put before the voters in 1975 would have compensated for the shortcomings of an elective Corporation Counsel by allowing the Mayor and Council to appoint special counsel to advise and represent them if the Corporation Counsel declined to do so.

It has been suggested that the City's power is greater than it is willing to exercise. Other strategies could be devised to pressure the judiciary and the legal advisors to local government to broaden their interpretation of existing powers so that local officials have more flexibility to initiate new programs to provide needed services.

These recommendations have pointed out that the City and School District should support efforts to expand each other's authority within the parameters of their purposes. This implies endorsement and support of a constitutional convention, development and support of constitutional and charter amendments, and implementation of other strategies designed to broaden the interpretation of their powers. Implementation of these recommendations would increase the possibilities for cooperation between the City of Seattle and Seattle School District.

CHAPTER II

PLANNING PROCESSES

INTRODUCTION

This chapter identifies the planning processes of the City of Seattle and the Seattle School District. It fulfills the tasks outlined in Objective 5 of the Schools and Neighborhoods Research Study (NIE Study). The work includes identifying and documenting City and School District fiscal, policy and program planning processes.

To complete this research the study staff interviewed School District and City staff and reviewed reports that described various planning processes. Plans, programs and budgets were also studied to familiarize the NIE staff with the documents' form and content. Correspondence between the City and the School District on joint park/school matters was included in the research.

This chapter is divided into four sections - policy planning, fiscal planning, capital improvement/facilities planning, and program planning. Each section is further divided into subsections on City planning and School District planning.

Within each section, there are recommendations which identify when during a planning process either agency should provide input to the other. There are also recommendations suggesting strategies one agency might use to influence the other's decisions.

POLICY PLANNING PROCESSES

Government develops policy to provide direction for its actions. While a decade ago, planning by local government focused around physical plans for future city development, today planning is the development of policies which are guidelines for decisions and actions in almost all areas of governmental concern. General policy planning is also an important decision making tool for school districts.

In the section that follows are descriptions of two planning processes used by the City to develop policy. The first is the Comprehensive Planning Process, the process adopted by the City Council to develop policy plans. The second is the process developed by the Department of Community Development for Neighborhood Planning. Following the discussion of City policy planning processes is a description of how the School District develops policy.

City of Seattle - Comprehensive Policy Planning

It was assumed by many citizens, City officials, and City staff members that Goals for Seattle 2000 would become the basis for a plan embodying the objectives, policies and programs of the City. This comprehensive plan document would then be used to determine City policy positions on new issues as they arose, to develop budget priorities, and as a guide for City programs and actions.

Developing a document of this type was not, however, felt to be an effective approach. It began to appear that other alternatives might be more productive in providing policy direction for the City. A plan that would remain flexible yet be sufficiently specific regarding individual issues was needed.

An approach that would develop one comprehensive plan document was judged to have limited value. Not only was it impractical from the standpoint of available staff time and resources, but it also suggested a static position that would either be too general to be meaningful or too detailed, demanding continuous revision.

With those problems in mind, the Office of Policy Planning (OPP) and the City Council Policy Analysis Staff developed a planning process which is more accurately described as a decision making model. The premise upon which this model is based is that policy planning should be done to effect change. Public officials should use the process to bring about change, stop changes from happening or analyze choices in arriving at decisions. Since this kind of public action usually generates controversy, decisions are made only after consideration of different points of view, analysis of pertinent information, and assessment of the possible effects of a decision on the City and its residents. This process is time and energy consuming for citizens, staff and elected officials. Consequently, "change issues" must be prioritized.

Although this process is designed to facilitate specific policy development on "change issues," related policies that are more general in nature may also result. The assumptions that are developed in defining a "change issue" may provide new policy positions that provide significant direction for the City. These assumptions become City policy when the recommendations are adopted. For example, in preparing a parking resolution, the assumption was made that the City did not want to encourage office buildings west of Third Avenue. This became a policy for the City along with the more specific parking policies.

According to the Manager of the Division of Land Use and Physical Planning, OPP, the rationale behind the development of policy through assumptions is that it is an effective way to obtain policy approval. It is easier to get a few assumptions adopted along with specific policies than it would be to gain approval of the same policies through a general plan.

In traditional planning processes, general policy positions would be developed more formally as part of a plan and not as assumptions in the study of an issue. But sometimes a "change issue" is so broad it requires the development of a more traditional plan element. For example, development of land use policies for neighborhood preservation will require a major revision or replacement of the existing Comprehensive Planning Map, which depicts land uses and the arterial system of the City. The City Council has made such a revision a priority for 1977. Similarly, the Council has requested a comprehensive transportation plan to be prepared around a major transportation issue involving Metro.

In addition to the Comprehensive Planning Map, other graphic presentations and policy documents adopted by the City Council make up the Comprehensive Policy Plan.

The process by which the City arrives at its Comprehensive Policy Plan is discussed in the following section. This includes a discussion of the mechanism for compiling and cataloging all policy documents.

Policy Planning Process

The City's policy planning process includes the staffs of City departments, the Mayor and City Council in selecting issues for policy development. This section focuses on issue identification, City Council procedure for reviewing and adopting ordinances and the system that is utilized for compiling and cataloging City policies. The detailed procedures used in preparing a policy plan are designed for each study undertaken, and consequently differ from plan to plan. The Block Grant planning process described later will serve as an example of procedural detail.

The issue identification process begins with the OPP staff obtaining from City Council members, the City departments, the Planning Commission and the City Council Policy Analysis Staff their suggestions on issues or plan elements that should be reexamined or developed. These ideas are built into the recommendations for formal policy development and discussed with the Mayor who recommends priorities to the Council. These policy priorities together with a work plan for OPP and the Council Policy Analysis Staff, the Council adopts by resolution.

The development of policies and preparation of supporting documents is the next step in the process. With significant or controversial projects this part of the process includes extensive staff work, involvement of citizens either through a task force, public hearings or other means and contact with other agencies. With less important studies, the process is simpler.

Once policy development is completed, the recommendations go to the City Council for action. Prior to adoption of the policies, the Council holds a public hearing. Once adopted, the policies become part of the City's Comprehensive Policy Plan.

Citizen Participation

There is no formalized citizen review built into the policy planning process. Citizen involvement in development of a specific policy plan is determined at the time the Council approves the priorities and staff's work plans. From a review of a paper on the comprehensive planning process, it is evident that the City recognizes that citizen participation is desirable. According to this paper "public comment on plans should improve their effectiveness."[1] However, this proposal fails to discuss the kind of citizen involvement that is feasible and desirable, or at what stages in the process it should occur. Apparently, citizen involvement on a particular study depends upon the commitment of the staff, Mayor and Council and their determination at the time a study is approved. The City support of citizen participation has recently been demonstrated by the inclusion of extensive citizen involvement in the Block Grant Process, the Mayor's Task Force on Redlining, and the Energy 1990 Study. The City Council is considering a resolution which would establish guidelines for guaranteeing citizen participation in many of the City's decisions and actions.

There are varying degrees of citizen participation in developing policy, depending upon the issue and the kind of plan. Procedural proposals and less significant studies are intended to be reviewed by individuals and the Planning Commission. On more important matters, citizens might comprise a task force to make recommendations to the City. In other studies, the planners might work closely with property owners. Another citizen participation option that staff has considered is a citizen's committee to advise the Office of Policy Planning.

From reviewing of the documents and interviewing the Manager of Land Use and Physical Planning, it appears that the role of the Planning Commission in this process has not been decided. A Planning Commission is required by the City

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[1] Joint Proposal Office of Policy Planning, City Council Policy Analysis Staff, City of Seattle, "Comprehensive Policy Plan," January 1976.

Charter; however, with the present planning and implementation processes, the Planning Commission may duplicate the work of the City Council and/or citizens' group making recommendations to the City. It is undecided whether the Planning Commission should review policy plans prior to Council review. The preference would be a joint public hearing by the Council and Planning Commission followed by an independent recommendation to the Council by the Commission.

Because the actual process for developing a policy plan differs depending upon the task, it is difficult to make general recommendations on how a citizen or institution might influence such decisions. There are only two points in the process where there will always be the opportunity to comment: One is the City Council meeting where the Council adopts the resolution identifying policy priorities and the work plan for the year. The other is at public hearings when the Council is considering adoption of a policy plan or deciding policy issues. By that time it may be too late to introduce a new idea or effectively influence the decision. At this point in the process, a citizen or institution is usually limited to three options: The first is to prevent the plan from being adopted. The second is to cause the City Council to delete sections of the plan. The third is to delay action on the plan. Obviously, to influence decisions action must occur at an earlier point in the process.

The processes designed for developing specific policy plans usually allow additional opportunities for input.

Staff Responsibilities

In preparation of the policy plans OPP and the City Council Policy Analysis Staff may work jointly on an assignment, or one may have the responsibility for a particular study. Generally there is cooperation between the two groups and good communication. Council briefings and informal conversations between staffs serve to keep each group informed of what the other is doing.

Office of Policy Planning (OPP): The Office of Policy Planning has major responsibility for developing the Comprehensive Plan. OPP was created to perform several planning functions related to this responsibility. Its establishment was an attempt to inject the planning process with objectivity and creativity. Since departments were doing their own planning, budgeting, programming, and policy analysis, their objectivity was questioned. This was particularly true in conflicts over budgets. The budget office recommendations would appear to be more objective and therefore more readily accepted than those of a department. This sometimes resulted in decisions being made that were uninformed as to the broader policy implications. Or departments planned for ease of implementation rather than providing change alternatives. Departments tended to ignore, or were not aware of, the implications of their planning on other departments. Some departments preferred more policy direction so that their programs and budget requests would have greater support from the Mayor and City Council. Hence OPP is also used to facilitate interdepartmental planning and decision making.

City Council Policy Analysis Staff: The City Council has the responsibility for evaluating and establishing policies for the City. Staff support for policy analysis is provided by three analysts who form the Policy Advisory Council. This staff works to insure that policy questions of concern to the Council are addressed. It also determines the manner in which the Council approaches policy matters. According to the Director of Policy Analysis for the Council, the staff rarely generates a new policy as policy development is the purview of OPP and other executive departments. This group provides the Council with monitoring and independent analyses of these executive recommendations.

The 1976-77 Council Work Program, for example, states that the staff will analyze the Ross Dam issue in relation to the already adopted Energy 1990 policies. A policy analyst will also analyze recommendations for and alternatives to City Light rate adjustments.[?] The Director of Policy Analysis explained that staff devotes a lot of time to budget analysis to assist the Council in their budget recommendations and does some other research on issues of concern to the Council.

Policy Reference System

Since Seattle's Comprehensive Policy Plan is never a completed document, but is continually being developed and changed, a special cataloging system is required. A "Policy Reference System" to provide for classification, retrieval and update of City policies has been proposed.

The reference system will be a looseleaf catalog organized by governmental function, and geographically. Functional sections will be as follows:

Physical Development

- Environmental Quality
- Physical Development Management
- Business and Economic Development
- Cultural and Recreational Facilities
- Community Resources and Facilities
- Housing
- Energy and Utilities
- Transportation

Human Resources

- Social Services
- Health Services
- Education
- Economic Security
- Public Safety
- Recreation

There will also be a geographical category that organizes policies applicable to specific neighborhoods.

This Policy Reference System will be divided into five sections or levels for both the geographical and functional categories. The levels will differ in the degree of detail and specificity. The first level of the functional section would be composed of policy summaries prepared by OPP. These would address the current issues in the functional area, summarize current City policy and identify those areas where no policy exists. These summaries would not require City Council approval.

The second level of the catalog is composed of the Policy Resolution that defines the City's planning priorities and work program. This shows what plans the City is presently working on and in what policy areas there will be change.

Level three includes the comprehensive plan maps that display City policy in graphic form. Maps might include land use, location of planned capital improvements, transportation systems and location of proposed housing programs. These maps are intended to replace the present Comprehensive Plan Map.

Level four is composed of policy abstracts - brief discussions of the policy intent of ordinances or resolutions that establish or change City policy. These policy abstracts would be adopted by the City Council either as part or the original ordinance or resolution, or by separate resolutions to summarize policies previously adopted.

Level five is composed of the actual resolutions and ordinances along with accompanying plan documents.

If the City chooses to publish a comprehensive policy plan, parts of the materials in the Policy Reference System could be presented as a planning document. Either the Policy Summaries or the Policy Abstracts could be developed and published as a plan.

Because of the low priority it has received in relation to other responsibilities of OPP, the Policy Reference System is not operational at this time. As of January, 1977 the task of making the system operational will be assigned to a position in OPP.

The process for comprehensive policy planning adopted by the City allows for the desired flexibility in policy development. The emphasis on priority issues should insure a high degree of citizen interest if opportunities for citizen participation are guaranteed.

The system of compiling, cataloging and updating adopted City policy appears to be workable. The "comprehensiveness" of each policy area will depend upon the priority position of related issues. Although this system of comprehensive planning would not be equally thorough for every category, it would provide a readily accessible and easily updated policy plan.

City of Seattle - Neighborhood Planning

The Office of Neighborhood Planning was established in 1968 to plan and implement the Neighborhood Improvement Program (NIP). This ten year program has been funded through $12 million of Forward Thrust street improvement bonds. The purpose of the Forward Thrust bond issues, approved by voters of the county in 1968, was to finance a major Capital Improvement Plan for King County and the City of Seattle to meet the needs of a rapidly expanding area population. Deteriorated neighborhoods were identified through various planning studies and included the following: North Greenwood, Adams, West Woodland and Fremont above the ship canal; North Delridge, South Delridge and Highland Park in West Seattle; Stevens, Harrison, First Hill, Minor, Madrona, Yesler, Atlantic and Leschi in the Central area; and North Beacon, Ronald, North and South Columbia and Brighton in the

Rainier Valley. Two more neighborhoods, Riverview and Mt. Baker, were added in 1975.

NIP was not created to plan or provide capital projects for the entire City. Rather, it was an effort to use public investments to stem the physical deterioration in areas considered to be most blighted. Specifically, the public investments were to be provided in the form of improved streets, lighting, and sewers. It was felt that this effort would stimulate residents to improve their own property, thereby arresting physical decay and increasing the stability and long term tax yield from those neighborhoods.

The focus of the Neighborhood Improvement Program has evolved from one of staff planned and administered projects to one which develops resident responsibility for prioritizing capital improvement needs and developing a neighborhood policy plan. Inherent in the process is the organization of strong community groups, development of strategies for self help in planning and obtaining services, and development of an understanding of 'how the system works.' The focus upon issues directly affecting neighborhood residents is evident in the following discussion of the planning process used by the Office of Neighborhood Planning.[2]

One planner is assigned to each NIP neighborhood. This planner, working through a community council, other group, or through interested citizens, forms a steering committee. The NIP process is coordinated by this committee working with the staff planner.

Everyone in the neighborhood has a chance to become involved in the process through a neighborhood meeting where the Neighborhood Improvement Program is explained by the steering committee. A direct mailing is sent to every address in the neighborhood to advise residents, businesses and institutions of the meeting.

Following this full neighborhood meeting, subcommittees begin to work on identifying desired street improvement projects and planning issues. Typical subcommittees are transportation, land use, parks and recreation and human resources. If a neighborhood is interested in a school related issue, a subcommittee would consider this subject. A community school or use of a school for recreational programs, for example, might be proposed. If so, the planner would deal with the School District Direc[illegible] of Community and Governmental Relations in exploring the options for such a program.

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[2] Interview with Gerry Jones, Director of Neighborhood Planning, Department of Community Development, Seattle, Wa., April 5, 1976.

Once the subcommittees have selected potential projects and formulated recommendations, another large neighborhood meeting is held. The recommendations of the subcommittee are discussed and ratified or modified by community members in attendance.

The staff planner then sends the neighborhood's recommendations for projects to the Engineering Department for preliminary cost estimates and technical recommendations on the desirability and feasibility of the suggested projects. The Engineering Department has sixty days to prepare its report which is then submitted to the appropriate neighborhood subcommittees.

While the engineers are preparing the cost and feasibility studies, the NIP planning staff is addressing the planning issues. The draft neighborhood plan is given, along with information on the proposed projects, to interested citizens for their review and suggestions.

A third full neighborhood meeting is held to give residents an opportunity to vote on the projects. Again, there is a direct mailing to all residents informing them of the meeting and providing them with information about all recommended projects and a "ballot." The "ballot" includes play money which allows a citizen to allocate the total dollars available to the neighborhood among alternative street improvement projects. Each resident may "spend" this money on the most favored combination of projects. The results of the balloting determines which of the projects will receive the available funds.

The widest possible participation in the vote is encouraged. If a resident is unable to vote at the full neighborhood meeting, a ballot may be obtained from a designated location during a three day period. In addition, ballots will be delivered and picked up from citizens who are unable to get to the polling place.

Once the ballots are counted, the Engineering Department begins final design of the projects and implementation begins. However, if the project affects a small part of a neighborhood, that subneighborhood has the opportunity to review and approve the final design. For example, when traffic diverters are installed residents in the immediate vicinity are polled to select the specific design.

Design and construction of the projects may begin before the neighborhood plan is officially approved. This procedure differs from the typical planning processes where a plan is approved before any implementation begins. With this process, citizens may see a direct relationship between their involvement in the planning effort and physical improvements in their neighborhood. This may reduce the frustrations that citizens who participate in planning often experience when months or even years pass between a plan's completion and its implementation.

Before the Plan is formally approved, an Environmental Impact Statement (EIS) is prepared. The EIS and the Plan are published and circulated to the appropriate City departments, state agencies and the public. Written comments are invited and may result in changes. If there is disagreement between the community and the planning staff, this is stated in the report. The opposing staff and community positions are expressed as "Unresolved Conflicts" in the published Plan.

After a forty-five day review period the EIS is revised if necessary and republished including the written criticisms received. Upon receipt of the final EIS the Planning Commission may hold a public hearing on the Plan and adopt it. The City Council then holds a second public hearing prior to adopting the Plan as a supplement to the City's Comprehensive Plan.

With this NIP process, or a similar citizen participation process for neighborhood planning, the concerned citizen has the opportunity to participate throughout. To effectively influence the eventual decisions, participation should begin with the first public meeting and continue through the balloting. However, there are certain critical input points in the process. To participate in identifying issues, or suggesting projects, a citizen should be active in the deliberations of the appropriate subcommittee. At the second neighborhood meeting there is the opportunity to add to the recommendations of the subcommittee. But after this time, a citizen is limited to reacting to what has already been proposed or to making a choice among alternatives. This is the case at the third public meeting for voting, and at the Planning Commission and Council's public hearings.

The same opportunities to influence the decisions made through the NIP process exist for the Seattle School District. School District participation should begin early in the process when issues are being identified and projects proposed if the District wishes to make its position known, encourage cooperative programs, or promote the support and use of schools in the community.

The Office of Neighborhood Planning has concentrated its resources on planning for neighborhoods with poor housing conditions and capital improvement needs. There has been a limited effort to plan for other neighborhoods. Planning services are provided to City neighborhoods other than NIP neighborhoods on a project by project basis. If a neighborhood demonstrates that funding is available and a project is identified, an agreement may be worked out with the particular neighborhood. Depending upon the availability of neighborhood planning staff, this agreement will specify each party's responsibilities in achieving the expected outcome. Neighborhoods requesting intervention may also receive mediation services. For example, the Office of Neighborhood Planning has mediated in disputes between residents in the University District and the University of Washington and residents in the Queen Anne community and the Port of Seattle.

There is not a comprehensive neighborhood policy plan for the City. The plan for each NIP neighborhood deals with the community's perceptions, not a citywide perception of needs, though there is some attempt on the part of staff to see that neighborhood plans are consistent with overall City policies. The process is issue oriented and community centered.

It is understandable that many of the issues identified by subcommittees in the neighborhood planning process will not be related to the capital improvements eligible for NIP funds. Economic and social needs often associated with physical deterioration may include social services, land use changes, housing rehabilitation, etc. In recognition of the importance of these needs to healthy neighborhoods, the planners assigned to NIP project areas and the Office of Neighborhood Planning provide liaison with sources of additional services. Projects that may be funded through other sources are identified, agreements are worked out with other departments to provide needed services, private sources are encouraged to contribute and mediation services are provided when neighborhood disputes involve another public institution.

The use of Community Development Block Grant funds will allow the City to extend NIP type planning services to five new areas. These areas have been selected on a competitive basis through applications submitted by neighborhoods outside the original NIP areas. (See section on Block Grant Plans and Programs in Chapter 3.)

All remaining NIP funds must be expended in 1977, the tenth and final year of funding for the Neighborhood Improvement Program. It is unknown what direction the City will take in providing planning services for individual neighborhoods and residential areas of the City as a whole, after that time.

Seattle School District - Planning and Policy Development

The planning done by the School District in the past few years can be described as "crisis planning." It has been short term, focused on a specific need, and usually done in response to budget constraints. It has been comprehensive only to the extent that the functions of the School District were involved and short range policy decisions were influenced. This type of planning occurred in post levy failure and pre school closure analysis. It has been sporadic and fragmented. Responsible personnel have continually changed, and citizen participation in the process has been minimal.

In the past, the School District has used the levy and budget process as its basic planning vehicle. Disadvantages similar to those identified in crisis planning limit the usefulness of this annual process as a base for planning. Long range planning is especially difficult with the uncertainty of fiscal resources from year to year as a result of the annual levy and budget system.

The "Seattle Say on Schools" is an attempt by citizens to become involved in planning and policy development through budget deliberations. The first year, 1975, more than 3,000 people participated in the effort to prioritize the needs of their local schools and assign dollar amounts to them. Representatives from a number of citywide organizations who organized "Say on Schools" also developed an information system to make District data more meaningful and accessible to the public. But, it is unrealistic to expect that a voluntary effort or any effort, for that matter, could fully educate Seattle citizens in the complexities of the school budget and fiscal management in one month's time. However, "Seattle Say on Schools" involved a large number of citizens in the School District's major planning process.

The third type of planning currently done by the School District is program planning. This includes planning by suborganizational units (e.g., curriculum) as well as by areas that overlap all subunits (e.g., desegregation, facilities utilization). Without an integrated planning mechanism or a suggested "Seattle School District Planning Model," each process is different and may emphasize a different component. The flexibility this allows may be advantageous; however, it appears that this approach has resulted in a lack of planning by subunits, planning without a districtwide view, and "top-down" planning.

"Top-down" refers to the planning model in which plans are developed at the top level of an organization and filtered down to those who initiate and implement them. It seems to be the model most used by the School District for planning and policy development. Dr. Michael Hickey, former Associate Superintendent, pointed out that this was both by default and by design. It had been his intention at the time he assumed his position to accomplish long range integrated planning through the Associate Superintendent's cabinet made up of the Associate Superintendent and four other top level administrators. This was a change from the Bottomly era (1969-1973) when much of the planning and policy development was done through task forces directly influenced by the Superintendent. The Southeast Education Center Task Force, and the Citizens Committee for Quality Education are examples of task forces whose planning efforts had long range implications for the School District.

It was Hickey's perception that upper levels of management needed to assume a greater responsibility for planning. Admittedly, the reorganization of administrative staff every few years and increased responsibilities due to staff reductions were mitigating factors. The instability and uncertainty about decision making authority made it easy for the Associate Superintendent's cabinet to fill the gap. This mode of operation may have been necessary for the School District's effective functioning; however, it has some serious flaws as a planning method: 1) decisions tend to be made at too high a level; 2) communication to all affected parties is impaired; 3) commitment to a decision or plan is minimal since few people are meaningfully involved in its development. Findings of the Compass Management Study and interviews with administrative personnel support these conclusions.[3]

In the past, School District planning or policy development conformed to the following sequence: The plan or policy was formulated by the administrative staff, usually by a small group or department assigned to the task or by the Associate Superintendent's cabinet, also referred to as the "instructional cabinet." It was then submitted to the executive committee, which consisted of the Superintendent and approximately eleven other administrators, for their review. It may also have been presented to the Superintendent's Council which included the Superintendent, central administrators and principals, for their information. After the Superintendent approved the plan or policy it was referred to the School Board for action.

School Board members and administrative interviewees recognized the shortcomings of planning and developing policy in the manner described above. They expressed frustration that there was not a districtwide comprehensive plan to provide policy direction to the School Board, to provide middle management personnel with a set of clearly defined policies, and to provide reassurance to the public that the School District knew where it was going.

However, School Board goals were reformulated and adopted last year. This was undertaken initially as part of a Superintendent evaluation process. It is felt that the work that has been done on goal development will be used as a basis for longer term District planning. It is not clear to what extent the present situation was analyzed or the future projected before the goal statements were formulated, although one interviewee indicated that most planning in the School District begins with a needs assessment. This is usually considered the first step (prior to goal setting) in developing a comprehensive plan.

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[3] Compass Management Group, Management-Organization Study, Seattle, Wa., December 1975.

The District has been involved in several other goal setting efforts in the past few years. Instructional goals were developed in 1973, management goals and subgoals were established in 1974, an "Administrator Goal Setting Process" was instituted in 1975, and the District is currently involved in the Tri-County Goals Setting Process. In addition, the School Board adopted goals again this year. It should be noted that these efforts have been, for the most part, internal and administrative.

There may not be consensus on the need to develop a comprehensive plan document. It is apparent, however, that there is a critical need for a systematic process for developing policy, evaluating its effectiveness, and updating policy documents.

The public meeting law of 1973 requires that minutes of public meetings be published and available. Although all meetings have been tape recorded, published minutes are not up to date. In addition, the 1972 policy manual has not been updated. These two facts are important because most of the action taken on policy matters since 1973 has been through board resolutions or motions. It has become difficult to review policies for consistency and comprehensiveness.

There is an attempt underway to update the policy manual. A legal assistant has been assigned this task which seems to be more appropriately a function of the Superintendent's office and the Board itself. The Board has not identified its role in this task nor have they specified a process by which it will be completed.

The School District is committed to establishing a planning office as a result of recommendations in the Compass Management Study.[4] The Compass report recommended that the District develop a comprehensive plan and establish an Office of Planning and Budgeting directly responsible to the Superintendent. Seattle First National Bank has loaned an executive to advise the District on the function and organization of this new planning office.

Long range comprehensive planning and in addition a process for short term planning and policy development would result in a more stable structure within which to make decisions. Specific recommendations to improve the present situation will be discussed in the following subsection of this chapter.

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[4] Compass Management Group, op. cit.

Policy Planning Recommendations

Joint City/School District

(1) Establish a link whereby the School Board provides input to the City Council when issues for City policy development are selected. Establish a similar procedure so the City Council provides input to the School Board when District objectives for the year are adopted.

As described in the section on Policy Planning Process, each year the City Council identifies areas of City policy that should be reexamined or developed. It seems appropriate that the School Board should make suggestions for studies on matters of joint concern. An investigation of the City's use of excess school space is an example of a planning study that would affect both agencies.

A similar procedure could be established to allow the City Council opportunity to provide suggestions to the School Board when they establish objectives for the year.

City

(1) Encourage the City Office of Policy Planning to place a higher priority on completing the Policy Reference System and to publish information from the system as a general planning document.

The Policy Reference System, a mechanism proposed for cataloging and accessing policies of the City of Seattle, is not complete enough to be usable at this time. Until then, it is difficult for the public or School District to determine what comprises the City's plans and policies. The present investigation has shown that some School District officials are convinced coordinated planning would be enhanced if there were one City plan and published information about the plan were available. The School District Facilities Planner indicated that facilities planning was simpler when the City's Comprehensive Plan was based on well defined neighborhoods which were easily identified from the Comprehensive Plan Map. School planners could relate their school attendance areas to City neighborhoods.

It is not feasible to incorporate the City's comprehensive plan in a single document or map. However, the need for easily accessible information about the City's policies and plans is apparent. As was suggested in the discussion on the Policy Reference System, parts of the materials in the system could be published as a planning document. This publication might include the policy summaries which summarize current City policy and the policy abstracts which explain the intent of ordinances and resolutions that establish or change policy and planning maps.

(2) Request City staff advice on District citizen participation and policy planning.

Personnel from City departments who are skilled in citizen participation might assist the schools in designing a School District Citizen Participation Process. Staff from the Office of Policy Planning might assist the District in designing a policy planning process.

(3) Encourage City staff to work on citizen advisory committees to the schools.

City staff in previous election campaigns have volunteered many hours to help pass special levies. Continued participation in levy campaigns and in advisory groups to the schools such as "Say on Schools" is recommended.

School District

(1) Initiate a process to develop short and long range plans for policies, programs, facilities and staff needs.

A planning process for the Seattle School District is as important as the District's plans. Presently, the levy and budget process are the District's basic planning vehicles. This process has the disadvantage of limiting planning to one year periods and is not general. One of the study findings is that the District lacks clearly defined policies on which to base the program and facility planning that is done. For example, during the Facilities Utilization Study, staff found it necessary to request that the School Board make basic decisions on the future direction of the District before initiating facilities planning.

The School Board needs to develop guidelines for policy direction. This will provide a basis for program, desegregation, and facility plans.

The period covered by these plans would vary. Some would be short term while others should span at least five years.

It is beyond the scope of this report to recommend the kind of comprehensive planning process that should be developed. But any process should incorporate several important considerations. The first is an identification of issues that require study. A second should be an analysis of the existing situation and a projection of trends for the future. An adequate and up-to-date data base is required for this purpose. The determination of goals and objectives related to needs and wants is another important step. A process that integrates all District planning is important and participation by School District staff and the general public in all steps is necessary.

The resources available both in terms of staff and dollars should be carefully weighed in developing a planning process. It is not the intent of the study staff to recommend a costly process resulting in one comprehensive planning document. Rather the concern is that a process be initiated that will enable the District to identify issues for study, concentrating on those areas where there is the greatest need for planning. It is suggested that the processes used by the City of Seattle for comprehensive planning and by King County for community planning and the Shoreline School District for long range planning be investigated as models that might be applicable.

(2) Develop a process to systematically review, evaluate, and augment School District policies and to update policy documents. Insure that these policy documents are accessible to the public.

School District policy is developed as needed usually in response to a crisis. Little internal analysis is done to determine the effect of proposed policies on the District or other institutions or agencies. The policy manual has not been updated since 1972; action taken on policy matters since that time has been through board resolution or motion. It is suggested that staff be assigned the task of sifting through the minutes of School Board meetings for resolutions and motions containing policy. These should be codified in the existing policy manual. The Board should then determine what policies need to be substituted, amended, or rescinded. At that time, legal counsel could advise on the possible implications or interpretation of policies in question.

Reviewing policy would seem to be a function of the Superintendent's office and the Board itself. The attempt now underway to have a legal assistant update the policy manual would appear to be more appropriately assigned to someone with less specialized skills. The School Board should decide what is and is not District policy, not legal counsel.

(3) Involve School District staff in monitoring neighborhood planning processes. Encourage participation of School District staff and resource persons on those committees considering issues that may affect the school.

The City's neighborhood planning processes may result in recommendations or proposals that affect the schools. School programs, composition of the population in a school attendance area, traffic patterns around a school, or use of recreational facilities in an area are issues of direct concern. In some neighborhoods education is an important component of the plan. For example, the establishment of a community school or alternative program may be included. The neighborhood planning process provides the opportunity for residents to air their grievances and to constructively develop plans for services and facilities. It is in the best interest of School District staff to be informed of citizen complaints, to be available as resource persons when educational matters are discussed, and to provide input on plans that may impact the schools. It is suggested that the District, through contacts with the Department of Community Development, remain informed of the status of each neighborhood planning process and become involved in planning for school related matters. This information should be shared with the staff in each school in the planning area.

(4) Encourage school staff to participate in neighborhood planning projects where they teach or in their residential neighborhoods.

The Department of Community Development is working closely with residents in selected neighborhoods on plans for neighborhood improvements, housing rehabilitation or improved services. Participation by school staff in projects such as Neighborhood Improvement Programs, Neighborhood Housing Rehabilitation Programs or Community Development Block Grant Programs could enhance school-community relations in a given neighborhood.

FISCAL PLANNING PROCESSES

The School District and City each prepare an annual budget as required by state law. The City, additionally, compiles a six year capital improvement program which is described in the section of the report on Capital Improvement Programming/Facilities planning.

City of Seattle - Budget Process

The state budget act for cities over 300,000 requires that a budget director appointed by the Mayor prepare an annual budget. By the same act the City Council has the responsibility for adopting a budget covering all of the City's programs or functions. In addition, legislation requires the City to produce a balanced budget. Total expenditures must not exceed total estimated revenues. The budget law also specifies that the Mayor must present the City Council with a budget not later than ninety days before the end of the calendar year. The Council then has sixty days for review and is required to pass a budget ordinance at least thirty days before the end of the year. Within this framework, Seattle has discretion as to the kind of budget adopted and the details of the budget process.[5]

Beginning in 1971 Seattle has used a program/performance budgeting system. The responsibility for developing and implementing this system rests with the Office of Management and Budget (OMB). Basic to this program budgeting system is its emphasis on accountability and responsibility. City departments are held accountable for their actions through measurement of cost efficiency, productivity and program effectiveness. Responsibility for determining program needs, objectives, level of service and criteria for measuring program effectiveness is assigned within a department.

The program/performance budgeting system is used as a tool by OMB for budgetary and management control. As part of the budget process, departments are required to develop standards for both the department and OMB to use in evaluating programs. For example, the Parks and Recreation Department has hired consultants to advise them on ground maintenance standards which relate staffing levels to achievable levels of service. These and similar standards developed by City departments will be used by OMB in their evaluation of programs when preparing the budget.

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[5] RCW 35.32.

OMB has defined the City budget as a "financial plan for the operation of the City. It identifies the resources available and how it proposes their expenditure on municipal services."[6] The budget can be viewed as a policy statement as well. From this perspective, OMB is an agency responsible for planning one or two years. Through the budget process, OMB requires City departments to do some short range planning. As a tool to implement City policies the budget directs City activities toward stated objectives. As a short range planning tool, it should be compatible with City plans for physical and human development.

The budget process is also used to facilitate communication between departments. The personnel department, for example, requests information on job reclassifications as one step in the process. Similarly, in 1976, OMB Management Information Services requested from each department three year data processing plans. Information that General Services needs to prepare their budget and rates is also solicited from departments annually.

Budget Format

The budget of the City of Seattle is divided into sections on economic condition and forecasts, revenue estimates, a summary of departments and each department's budget. Within the departmental summaries, there is a goal statement, ("departmental mission"), a general discussion of program plans and issues, and a budget summary broken down by program services (personnel), supplies, other charges, capital outlay and debt service. Following this section, the budget is broken down by program and subprogram with the same kind of information included for each category as for the entire department. There is a subsection that shows the department's source of funding. The final subsection of the departmental budget is a listing of expenditure by program. This includes a job title for each position within a department, and the salary for each position noted.

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[6] Report of OMB, "Community Briefing," (draft), City of Seattle, Seattle, Wa., May 29, 1976.

The Budget Process[7]

The budget process starts in January when OMB develops preliminary revenue and expenditure forecasts. These projections are reviewed by the Mayor and presented to the Council. Issues to be addressed in budget planning are identified by the Council and in February sent to the Mayor as budget and policy statements. Between February and early April OMB prepares the budget instructions for the departments. These instructions have taken the form of a detailed budget manual and letter.

The departments have from early April to late June to prepare their budget requests. The first step in the departmental budget preparation process is to prepare an organizational memorandum (OM) and an updated organization chart. The chart defines departments' functions, responsibilities and organization structure. The OM is designed to identify and describe a department program and its mission, and establish responsibility. The purpose of this stage of the process is for the department to answer the questions: "What do you do and how are you organized to do it?"

The second task of the department is to complete information about programs and subprograms and develop evaluation criteria. The departments are required to submit goals or objectives explaining the purpose of programs and program plans at several different levels.

The departments are required to indicate the staffing levels needed to meet their objectives. Because of the 1977 budget crunch both a base budget for staff and a supplemental request for staffing must be prepared. The departments are also requested to evaluate alternatives for using less expensive personnel and for using technology instead of people.

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[7] See Attachment A for Annual Budget Process Calendar.

One of the added requirements of the 1977 budget process is to consider the impact of the Capital Improvement Program upon the annual budget. "In house" costs of administering, planning, designing and building a project and the increase or decrease in expenditures for operating just completed capital projects must be detailed by departments.

OMB reviews and analyzes the departmental requests in terms of the City's financial capabilities and program effectiveness and/or efficiency. In evaluating programs, their quality is measured against planned performance. This phase of the process is done in cooperation with the departments.

Funding and programming recommendations are then made to the department and subsequently to the Mayor. Differences between OMB and the departments are taken to the Mayor for resolution.

In early September, OMB and the Mayor finalize the budget. The Mayor gives the budget message to the City Council during the first week in October. During the next two months the City Council reviews and deliberates on the executive's budget. As required by law, public hearings are held. Adoption of the budget occurs at the end of November.

City Revenues and Budgeted Expenditures

This section presents the total revenues and budgeted expenditures of the City of Seattle for the 1977-78 fiscal year. The revenue graph is based on general fund calculations while the total budgeted expenditures graph is based on general fund and non-general fund calculations.[8]

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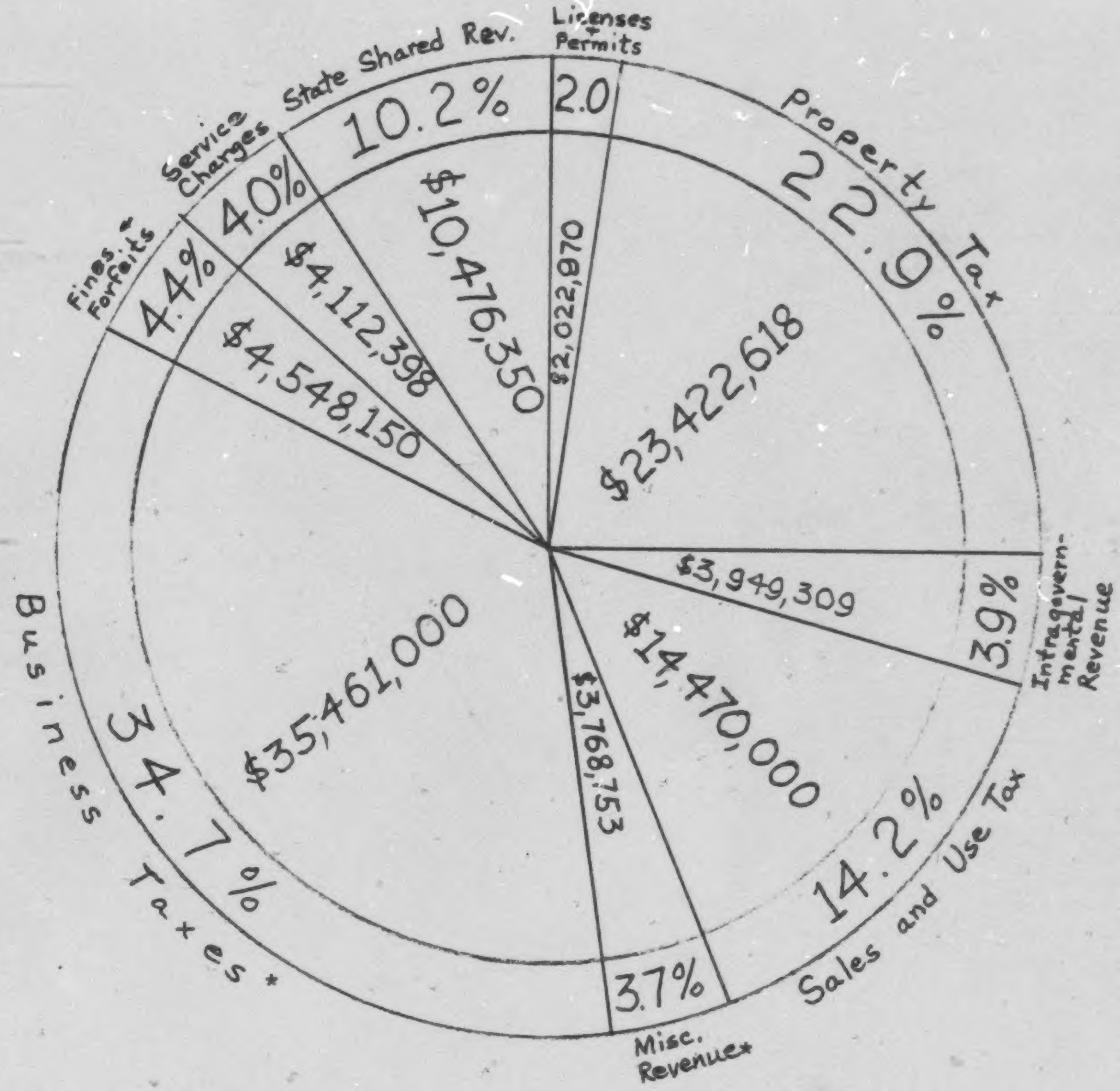
[8] General fund is here defined as taxes, licenses, permits, service charges, intergovernmental revenues, fines, forfeits, miscellaneous revenue, non-revenue receipts and intragovernmental revenue. Non-general funds are established by authority of state law, City charter and/or City ordinance for the specific purposes of providing a mechanism through which certain types of revenues and expenditures for certain activities can be accounted for as separate entities.

CITY OF SEATTLE

1977

ESTIMATED GENERAL FUND REVENUES



TOTAL ESTIMATED GENERAL FUND REVENUES $102,231,548

*See attachment for specific categories

Source: City of Seattle Proposed Annual Budget, 1977, p. 25 & 26

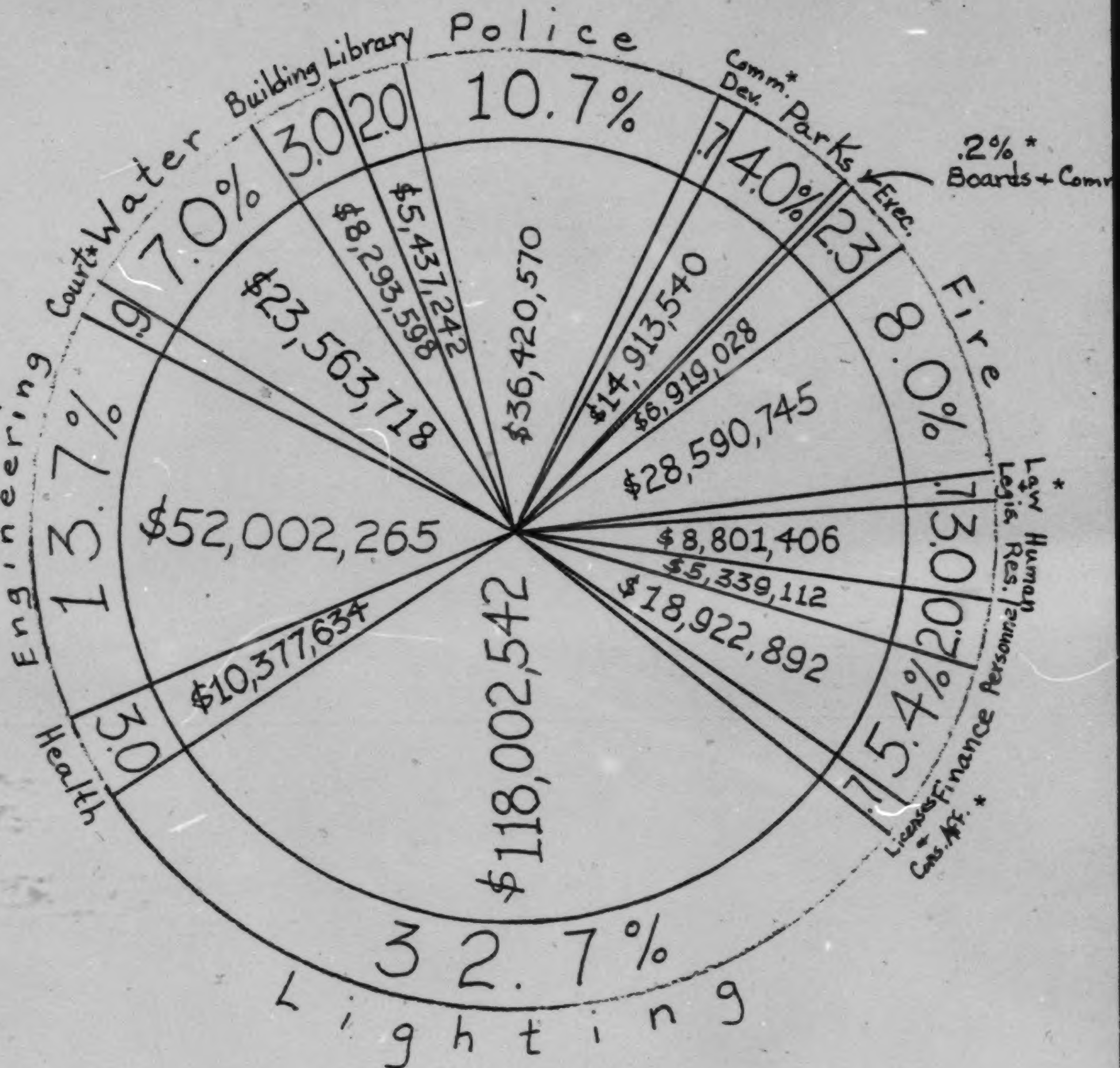
NOTES ON REVENUES

Miscellaneous Revenue		Total	$ 3,768,753
Federal Grants	$ 63,111		
Federal shared revenue	119,018		
In-Lieu of taxes	204,000		
Non-revenue receipts	301,650		
Other miscellaneous	3,080,974		
Business Taxes		Total	$ 35,461,000
General Business and Occupation Tax	$ 13,293,000		
Utility Business and Occupation Tax	19,530,000		
Admissions Tax	2,350,000		
Gambling Tax	288,000		

CITY OF SEATTLE

1977

TOTAL PROPOSED BUDGETED EXPENDITURES



TOTAL PROPOSED BUDGETED EXPENDITURES $348,818,907

*See attachment for specific categories and amounts

Source: City of Seattle Proposed Annual Budget, 1977

NOTES ON EXPENDITURES

Community Development	Total	$2,486,508
Boards and Commissions	Total	578,066
Law and Legislative	Total	2,634,911
Licenses and Consumer Affairs	Total	2,156,117
Court	Total	3,293,598

The 1977 Proposed General Governmental Expenditure budget is expected to total approximately 375 million dollars. The above chart represents over 90% of the proposed expenditure budget and is composed of the major funding categories.

Omitted categories include: General Services, Miscellaneous and Departmental Revenues.

School District Participation in City Budget Process

As an OMB budget analyst indicated, "The annual budget Process is a 'grind'."[9] It is difficult to complete the budget within the limited time allotted to the departments and OMB. If the School District is to influence City expenditures, the District's input must be provided at the appropriate points within this tight process. Because of the lead time required before a request is implemented, proposals for services need to be made months in advance of anticipated delivery.

The School District could provide input at the following steps in the process. 1) Identifying budget issues such as the need for the City to assume some of the youth services provided by the schools. These should be suggested to OMB in early January. 2) Making specific requests for programs to the appropriate department. These should also be made in January so the departments have the opportunity to consider them in advance of their June deadline for budget requests. 3) Contacting OMB prior to the time they become involved in reviewing department requests for funds during July and August.

City Council members can be valuable allies in promoting new programs. Communication with Council members particularly those who chair the committees that will be considering the desired programs could occur at the same time contact is made with the departments and OMB. In addition, a formal presentation could be made to the Council at the budget hearings on particular City programs. There also could be direct communication with Council members during October and November when the budget is being debated.

Communication between the City and School District would be improved if both agencies had an opportunity to review the other's budget before it was finalized. If a summary of a City department budget request affecting schools was sent to the District at the same time it was sent to OMB in June, the District would have ample time to respond. It would be alerted to programs that might duplicate school service, require use of school facilities or have a dollar impact.

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[9] Interview with Judith LaFollette, Budget Analyst, City of Seattle, Office of Management and Budget, Seattle, Wa., May 5, 1976.

Seattle School District - Budget Process

The Seattle School District's budget process changes from year to year. The description following outlines the major steps in the annual process and the approximate timing of these activities. The 1976-77 budget process will be used as a model of the District's procedures. However, there are several reasons why the process followed last year to prepare the current budget is atypical. The first is the financial crisis brought about by the failure of the special levy in April 1975. Because of the levy failure, there will be no special levy funds collected in the fall of 1976 for use during the 1976-77 school year. Secondly, in 1976, the District attempted to develop a zero based budget, in addition to the usual procedure of developing a budget based on the current level of expenditure. Finally a new budget law passed by the 1976 legislature changes the School District fiscal year and budget calendar. Because of this new law, changes in the process that may be initiated by the new Superintendent and external events that may affect budget procedures, the process utilized in future years may differ substantially from those followed in 1976. At best, the description below is only a general description of the District's future budget process.

The budget law passed by the 1976 legislature changes the School District's fiscal year to coincide with the school year.[10] Beginning September 1, 1977, the fiscal year which previously began July 1 and ended June 30 will run from September 1 through August 31. The new budget calendar as legally mandated is as follows:

July 10 - Final date for Board of Directors to prepare budget for the coming fiscal year. Upon completion of the budget, they must publish a notice of its completion at least once each week for two consecutive weeks, together with date, time and place of public hearing. The last notice shall be published no later then seven days prior to the hearing.

July 20 - Final date to make copies of the budget available to the public.

August 31 - Final date for Board to adopt budget.
End of fiscal year.

September 1 - Beginning of fiscal year.

With this new budget law, school districts will prepare only one budget a year. With the former budget law school districts prepared a preliminary budget prior to the end of the fiscal year. A final budget was adopted after the end of the fiscal year when actual expenditures and receipts for the year ending June 30 were known and additional revenue information was available.

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[10] *Washington Laws*, 1975-76, 2nd Ex. Sess. Ch. 118.

Budget Format

The School District follows the budget format required by the state. Procedures are outlined in the Accounting Manual prepared by the State Superintendent of Public Instruction and the State Auditor. Starting in 1975-76, the school budget changed to the state program budget format. In this new format, each program is presented on a separate page or pages. It identifies objects of expenditures such as salaries or supplies for every activity such as teaching, supervision and insurance within each program. Each expenditure is presented in the final budget by program for the entire district rather than by individual schools. A standardized coding system is used statewide to identify each budget category. A page from the 1976-77 Seattle School District Budget appears in Attachment B. Basic education which comprises 56% of the expenditures in the 1976-77 budget is one program. Since this category is not further divided into subprograms in the public budget documents, it is impossible to analyze expenditures by subject areas or other similar categories.

The Seattle School District has prepared a citizen's summary of the annual budget written in easy to understand language. It includes goals, evaluations, expenditures, revenues, methods of operation and similar information regarding programs. The District first published this document for 1968-69 and since that time has published summaries for the years 1973-74, 1974-75, and 1975-76.[11] The budget law passed by the 1976 legislature encourages school districts to prepare this kind of descriptive program budget for public distribution in addition to the standard budget required by law.

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[11] A Citizen's Summary of the Seattle Public Schools, 1975-76 Program Budgets, Seattle Public Schools, Seattle, Wa., February, 1976.

The Budget Process

School District budgeting is a year round process. In the early fall school administrators design the process that will be utilized in preparing the budget for the following school year. In the past year, the amount of time spent by administrators on budget planning increased due to the uncertainties of levy passage, amount of state funding and pressures from citizens for involvement.

Once the process is designed, one of the first tasks is to develop the following fiscal background data: 1) initial enrollment estimates; 2) revenue estimates; and 3) information on impact of inflation on purchase of goods and services, and on salaries. Using this information, an estimated budget to maintain the current level of educational services is developed. The annual levy amount to fund the present program is calculated by determining the difference between the amount required to maintain the current program and the estimated available revenues.

Prior to setting the levy amount, the School District obtains input from individuals and groups on budget priorities and the levy amount. The citizen and staff participation process differs from year to year but usually includes recommendations from the Chamber of Commerce, Municipal League, Seattle PTSA and Seattle Teachers Association, Central Area School Council, principals, program managers and central office administrators and similar groups.

In 1975-76, an extensive citizen participation process was carried out. Originally, the District called together a group of citizens to develop a citizen participation process to help determine the following year's levy amount. Out of this effort came "Seattle's Say on Schools," an organization which offered citizens the opportunity to "say what they want in their schools and how much they are willing to pay for it."[12]

As is common in government, the District usually prepares an incremental budget utilizing the current budget as a base on which to build or cut. However, in the fall of 1975, the School District attempted to develop an alternative zero based budget. Allen Schnick, a management specialist writing in the Congressional Research Service defines zero based budgeting as: "A procedure for examining the entire budget, not just the funds requested above the current level of spending. It thus differs from (normal) incremental budgeting, in which review is concentrated on proposed increases while the 'base' is given little attention.... The term indicates that a government's budget should be rejustified from scratch each year or two, with the same standards applied to old and new programs."[13]

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[12] Information Packet to be Given to School Leaders, "Seattle's Say on Schools."

In developing the District's zero based budget, departments were instructed to prepare their budget requests by listing functions performed in order of priority and assigning a dollar value to each function. Any function legally mandated by the state would be assigned a first priority while other tasks would be designated as high (2), medium (3) or low (4). It was the intention of the District to fund first and second priorities. Because of the problems encountered in building a budget from zero in a short period of time the project did not result in information that was utilized in determining the levy amount. The Budget Office subsequently developed preliminary budgets for three different levels of funding.

The review of the budget, and the resolution of interdepartmental conflicts over budget priorities have been the responsibility of a special committee or other administrative group. The Associate Superintendent's cabinet performed this function in 1975-76.[14] In addition, during the administration of Loren Troxel, the Executive Committee composed of department heads, and other key administrators reviewed the budget.

Utilizing the input from citizen groups and from staff and relying heavily on an administrative recommendation from the Superintendent, the Board sets the levy amount. This decision is frequently made in December, allowing the 45 days required by law before a February election. Along with setting a levy amount, the Board agrees upon assumptions and priorities for building the budget and for making budget cuts.

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[13] Article in The Seattle Times, Seattle, Wa., 1976.

[14] Minutes of the Associate Superintendent's Cabinet Meeting, Seattle School District No. 1, February 23, 1976.

By February, the Budget Office has prepared an estimated budget that incorporates Board priorities for budget development, and Board goals. Prior to completion of this estimate, decisions have been made by the administration and the Board on staffing allocations, proposed school programs for the coming year, and necessary support services and space requirements.

If the special levy election is unsuccessful, the Board makes the decisions to resubmit the levy and for what amount. Any substantial change in the levy amount is accompanied by budget cuts. If a levy fails for the second and final time, the administration and the School Board must drastically revise their budget. Even though in the initial budget planning, consideration is given to reductions in program and operations in case of levy failure, loss of a levy involves repeating several of the steps in the budget process.

By mid-May, the Budget Office has added revised estimates of inflationary impact, enrollment, revenue, and adjusted salaries. Assuming that at this time there is more revenue than previously anticipated, restoration of items cut from the budget are made. When the state appropriation or end of the year cash surplus is greater than anticipated, funds for restoration may come from these sources. Additionally, the Board may decide to reallocate budget funds from one category to another. Negotiation with employee groups affect these budget changes. Administrative reorganization during the summer months also results in budget revisions. With the new budget calendar these revisions in the budget will continue until July when by state law the budget must be completed.

School District Revenues and Expenditures

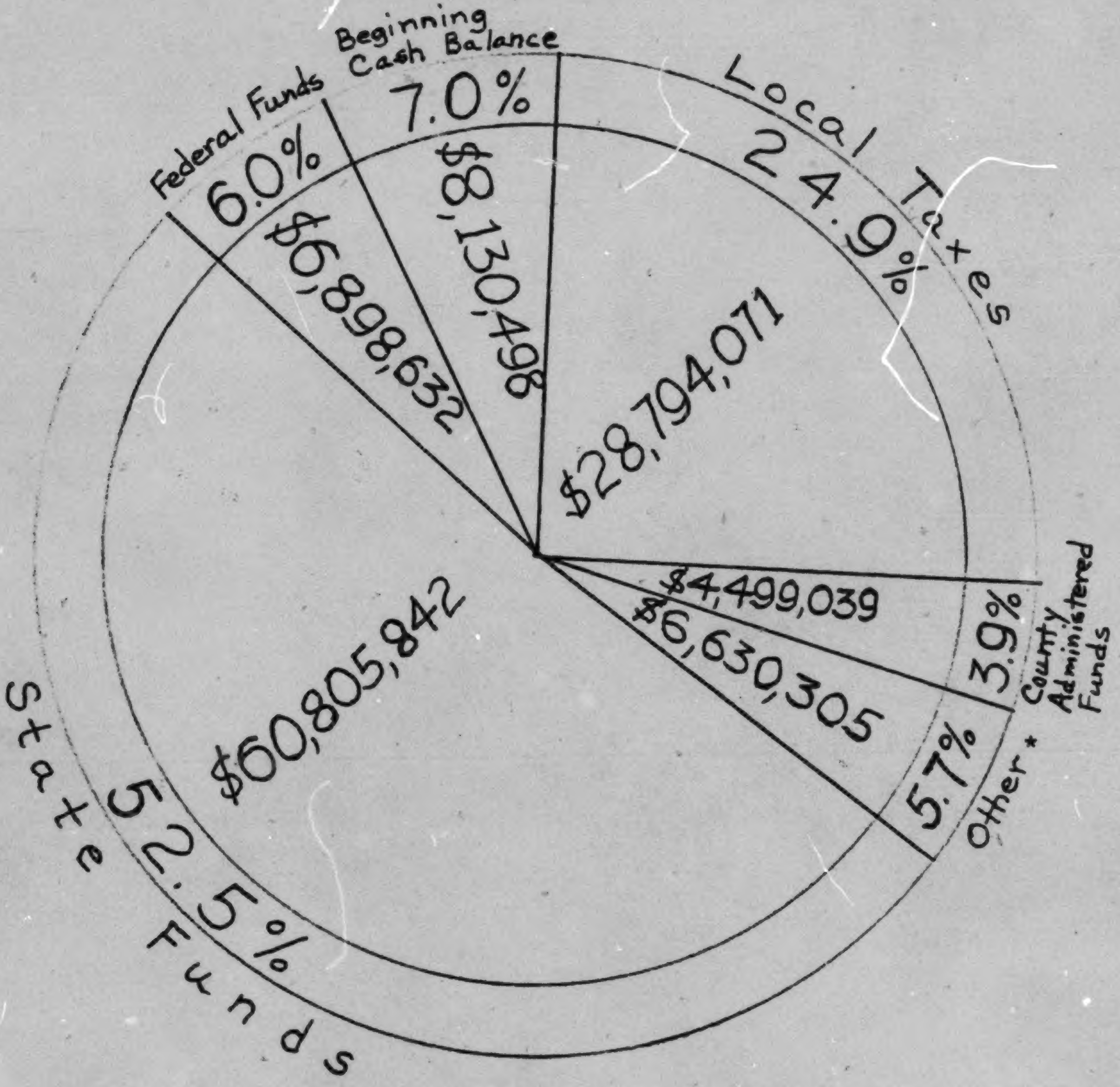
This section of the report identifies School District revenues and expenditures. The information is presented graphically on the following pages.

Expenditures are displayed both by object and by major programs. Generally speaking, the programs are self-explanatory. Basic education is kindergarten through high school expenses not chargeable to any other program. General support includes services such as central administration and maintenance and operation. Expenditures by object identify the cost of goods and services purchased.

SEATTLE SCHOOL DISTRICT

REVENUES

1976 - 1977



TOTAL REVENUES $115,758,387

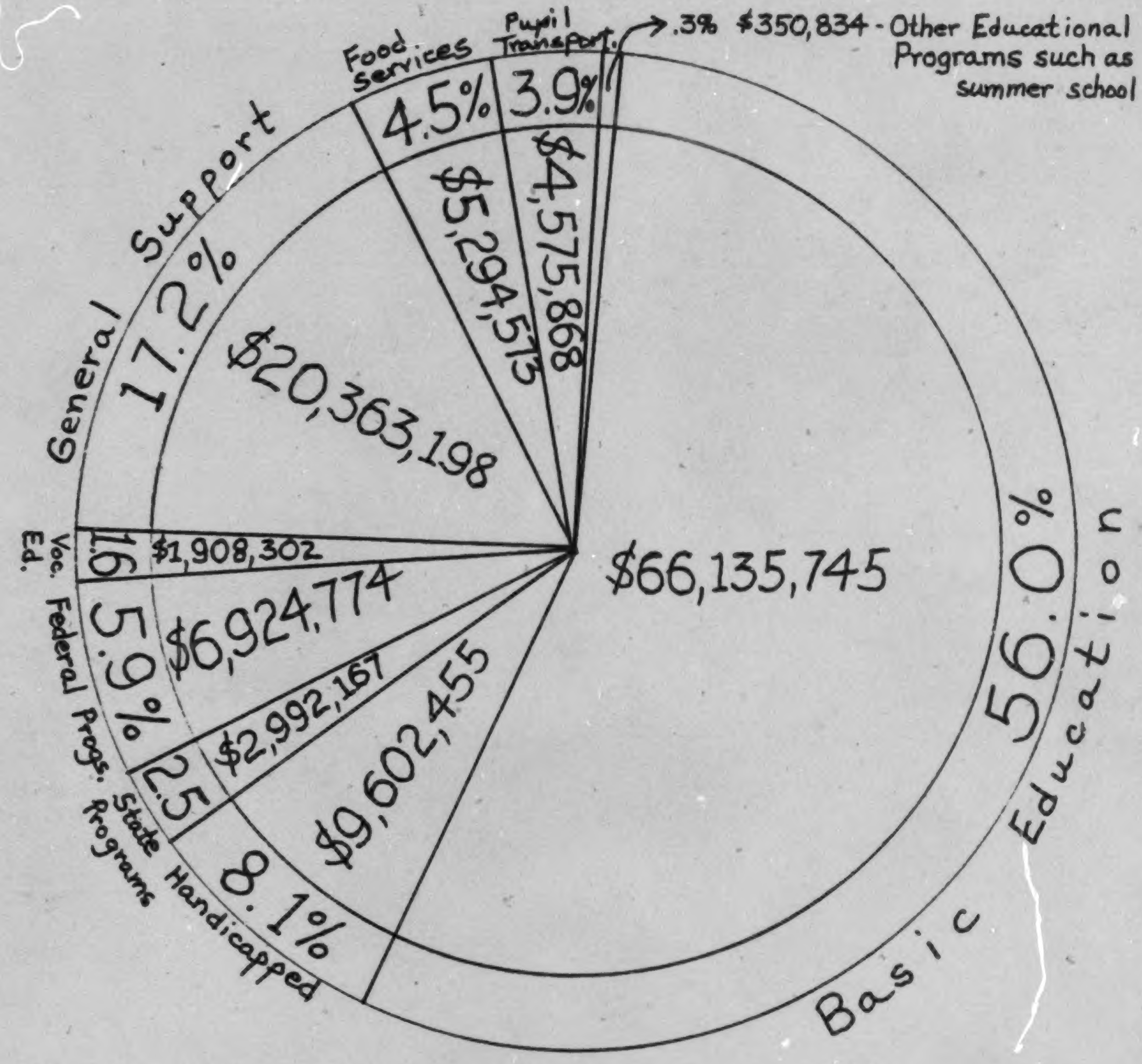
*Other Revenues TOTAL $6,630,305

Local non-tax revenue	$1,017,194
Local reimbursements	2,801,371
Federal reimbursements	2,545,740
Payments from other districts	266,000

Source: Final Budget Fiscal Year 1976-77, Seattle School District No. 1, p. 8

SEATTLE SCHOOL DISTRICT

EXPENDITURES BY PROGRAM
1976 - 1977



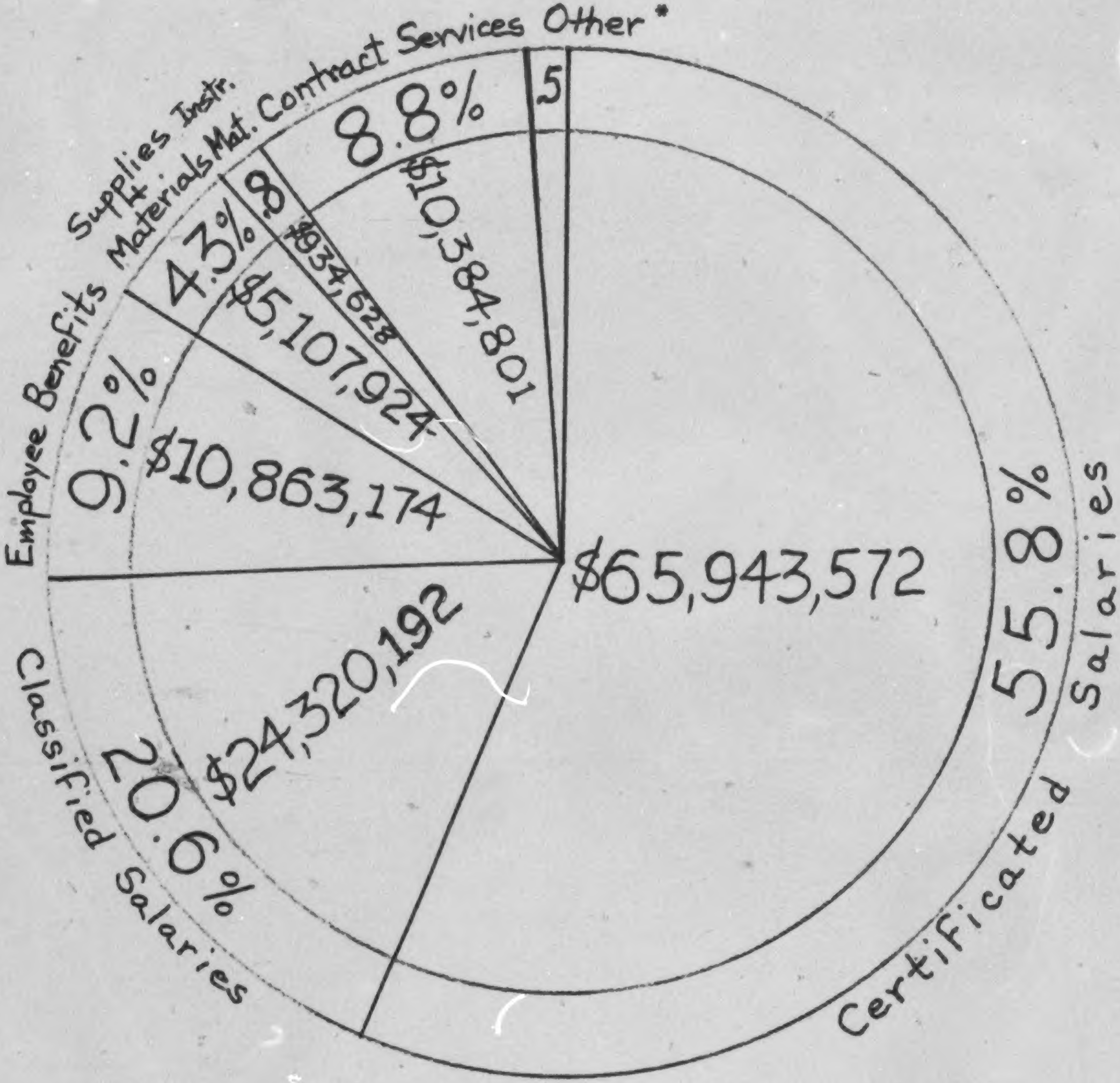
TOTAL EXPENDITURES $118,147,916

Source: Final Budget Fiscal Year 1976-77, Seattle School District No.1, p. 2

SEATTLE SCHOOL DISTRICT

EXPENDITURES BY OBJECT

1976 - 1977



TOTAL EXPENDITURES $118,147,916

*Other Expenditures

		TOTAL $593,625
Travel	$199,519	
Capital Outlay	394,106	

Source: Final Budget Fiscal Year 1976-77, Seattle School District No. 1, p. 8

The three major sources of revenue are: 1) Local revenue - taxes from special levies, county administered funds such as the real estate tax, local reimbursements such as school lunch charges and fines and local non-tax revenues, i.e., student fees and grants. 2) State revenue - state apportionment and categorical funds (funds received for specific purposes). Categorical funds include transportation, education for the handicapped, vocational education and other special categories. State apportionment funds include local property taxes collected by the state and distributed to the District. 3) Federal revenues - funds to federally impacted areas, categorical funds for the disadvantaged or special programs, and reimbursements for school food services.

The level of state support more than any other establishes the level of services that the schools provide. The State Superintendent of Public Instruction submits a budget request to the Governor who revises it and sends it on to the state legislature early in the legislative session of each biennium. The legislature makes the appropriation which will be allocated to the school districts. Usually, school districts are unsure of their estimated allocation until close to the end of the legislative session which may not be until May.

Special levies are submitted to the voters of the District usually in February. Special levies voted in one year are collected in the following calendar year in two installments. About 55 percent of the levy is collected by the District in the spring, while the remaining 45 percent is received in the fall.

City of Seattle and Public Participation

The City through its School District Liaison currently follows the budget process and has taken positions on District budget matters. In the fall of 1975 when staff was developing a report outlining the City's position on proposed school closures, District staff made a presentation to this group on alternative budget proposals. The City/School District Liaison, who is the Manager for Human Resources of the Office of Policy Planning, is a frequent observer at School Board meetings. The City Council in August of 1976 sent a letter to the School Board requesting that a portion of the budget surplus be used to keep open five elementary schools slated for closure during the coming year. The Council has also attempted to influence the state legislature to adequately finance Seattle schools.

Through these and similar actions, the City has assumed a relatively aggressive posture in its efforts to influence the School District on budget considerations.

In the discussion that follows points in the process where interface between the District and the City may occur or citizens may participate in budget development are outlined. Any efforts to influence the design of the budget process must occur during the first few weeks of the school year and would involve contact with the administration at a fairly high level. The most appropriate time to provide input on budget content, district priorities or levy amount is during the fall when priorities for building the budget and the levy are determined. It is much easier to convince a decision maker on the desirability of your position before the official has made up his or her mind, or taken a public position. Input may also be provided to the School Board when they are considering "restorations" to the budget.

The final input point in the budget process is at the official hearing prior to budget adoption. As was mentioned earlier in this paper, the budget hearing is publicized and school districts are required by law to provide a sufficient number of copies of the budget to the public prior to the hearing. At the budget hearing citizens have the right to offer testimony for or against any part of the School District's budget.

Besides testifying at public hearings, the public can testify at School Board meetings, participate in activities such as "Say on Schools," or write letters to the Board. A resolution from the City Council is a formal means of communicating its position to the School Board. Any official communication may be accompanied by informal contacts which are probably the more effective way to influence decisions made by public officials.

Fiscal Planning Recommendations

School District

(1) Investigate alternative budgeting systems (P.P.B.S., Zero Based, etc.) that would provide the District with an increased capability to link goals and objectives with expenditures.

The District budgeting system should provide a clear picture of the allocation of funds. Priorities for fund allocations should be based upon clearly defined goals and objectives. These goals and objectives should be developed jointly by School District personnel and City residents. The District budgeting system should depict consistent program categories. Program codes assigned by the Budget Office should clearly reflect programmatic activity. This would allow District program evaluation and citizen comment to more effectively inform and direct future District program decisions.

(2) Encourage the School District to communicate with the City of Seattle concerning budget issues, new programs or other school related matters at appropriate times throughout the City budget process.

School District input should be provided at the appropriate time during the budget process. If the District is to influence budget decisions, it is essential that information reach the City early in the process and that there be additional communication as the budget is developed. Specifically, recommendations for budget issues that the City might consider could be sent to the Office of Management and Budget (OMB) in early January. Requests for services of new programs could be made to a department about the same time. Communication with departments as the budget is developed would alert the District to programs that might duplicate school services, require use of school facilities or have a dollar impact.

(3) Encourage the School District to prepare a description of the budget development process to include in appropriate publications.

The City and the citizens need information describing the School District budget process if they are to participate in the process. A shortened version of the section on the School District budget process could be included in A Citizen's Summary of the Seattle Public Schools Program Budgets, "Say on Schools" material and similar publications.

CAPITAL IMPROVEMENT/FACILITIES PLANNING PROCESSES

Each year the City of Seattle prepares and adopts a six year Capital Improvement Program (CIP). The CIP is based on existing facilities plans and City policies when applicable policies exist.

The School District is in the midst of a year long facilities planning process, the Facilities Utilization Study. Additionally, the School District has assigned the responsibility for facilities planning to one permanent staff person.

The section that follows outlines the City Capital Improvement Progamming. and the School District Facilities Planning Processes.

City of Seattle - Capital Improvement Program Planning Process

The Capital Improvement Program (CIP) is a six year program for a city's capital investment. It is a detailed plan for the first of the six years and a general plan for the remaining five years. State law requires that a city prepare and adopt a six year comprehensive street program.[15] The City of Seattle CIP covers other functional areas that require capital facilities as well.

Through the CIP the City has the opportunity to link capital programs with policy plans for future development of the City. In theory, a capital improvement program is based on a city's middle and long range physical plans and is a means of plan implementation. At the present time Seattle has few general policy plans on which to base the CIP. The City is in the process of developing policy plans and a method to relate the program to existing policies for overall City physical development. A major step is being taken in 1977, when the Community Development Block Grant Program is incorporated into the CIP. In addition, the plans that exist are for a relatively short time period. Until such time as there are more adopted policies covering a longer planning period, the CIP becomes a mechanism to require City departments to do some short or middle range planning. It has the potential for linking projects to short term adopted policies and to long range plans.

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[15] RCW 35.77.

The CIP does include some guidelines for physical development of the City. From reviewing the 1976 CIP it is impossible to determine if these are formally adopted positions or simply informal policy followed by departments. The 1977 CIP policy plan sets more explicit policies.[16] It could be argued that the Council by adopting the CIP has at least tacitly approved the policy positions in the document. An example of policy is found in the Lighting Department section which reads "it is the prime responsibility of the Department of Lighting to serve the electric power demand of the citizens, business and industries within its service area...."[17] It further states that the electrical system must be capable of supplying the maximum peak load demanded by its customers.[18] In the Parks and Recreation physical plan discussion it is pointed out that there will be a shift in emphasis from acquisition and development of parks to preservation of quasi-natural open space and enhancement of existing parks.[19]

The Office of Policy Planning (OPP) has the responsibility for developing the CIP and insuring that it is a tool for policy implementation. From discussing the CIP with OPP staff and reviewing the document, it is apparent that the department has designed the Capital Improvement Planning Process with this purpose in mind.

The 1976 CIP of the City of Seattle explains the direction that City departments are intending to follow during the year and the rationale for doing so.

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[16] 1977 Capital Improvement Program Instruction, City of Seattle - Office of Policy Planning, Seattle, Wa., March 1976.

[17] 1976-78 Proposed Capital Improvement, City of Seattle, Wa., p. 52.

[18] Ibid., p. 55

[19] Ibid., p. 229.

The procedure for determining priority is spelled out and priorities assigned. The document lists and explains available funding. Projects are listed by program areas and described in detail along with expenditure by phase for each year.

The CIP is organized by functional areas such as water, sewer and parks and recreation. Within each section is a map showing the location of proposed projects. A list of all the projects by program areas, a funding summary, a narrative with guidelines, long range plans and priorities and a description of each project are also included.

Background

The present CIP program goes back to 1969 when it was decided to develop a process that would result in long, intermediate and short range physical development guidelines. While this process was in effect, the Council adopted the CIP by resolution rather than ordinance. Since funds can only be appropriated by ordinance, the departments had to return to the City Council for each appropriation. The decision to actually initiate or continue a project, and when to start was left to the individual departments. In practice, policy evaluation, rather than occurring during the development of the CIP, took place at the time a department requested its appropriation. This procedure encouraged fragmented planning with each department carrying out its plans and projects independently. According to a CIP analyst the CIP at that time was no more than a composite of capital project requests from departments.

The first attempt to develop a CIP that effectively related projects to the City's development policies was in 1974. In that year the programs were linked to the Seattle 2000 Commission goals. According to the capital budget document, these goals and objectives were too general to guide decisions on specific projects and the CIP remained a list of the departments' project requests.

In 1975 another attempt at correcting the deficiencies in the process was made. At that time the City was beginning to feel the effects of cutbacks in federal funds. This financial squeeze, accompanied by the realization that the CIP must be more effective both as a "policy issue identification mechanism" and budgeting tool, encouraged the Office of Policy Planning to formulate a revised process. With the 1976-81 program, monies were appropriated by ordinance on an annual basis rather than by resolution. This revised procedure eliminated the need for departments returning to the Council for funding after adoption of the CIP. The revised process should enable the City to more effectively utilize the CIP to make/implement policy and coordinate the City's capital investments.

The 1977 CIP Process[20]

In preparation of the 1977 CIP the City departments prepared a Policy Paper. The Office of Policy Planning sent the policy paper to the Council in June so that guidelines could be adopted early enough in the year to provide direction for the preparation of the CIP.

While OPP was preparing the policy paper, they worked with the departments on the technical aspects of the CIP. In late March the departments were sent instructions for preparing the 1977 CIP and the timetable for submittal of information to OPP. During June and July, OPP reviewed and evaluated the departments' submittals and prepared the technical CIP. In early August, the CIP was presented to the Council and public hearings were held during the next two months. An Environmental Impact Statement was drafted, circulated and submitted to the Council before the CIP was adopted.

The operating budget and CIP was adopted by Council in late November.

The process for developing the City's capital improvement program provides a mechanism for coordinating its capital investment. How effectively it is utilized depends upon OPP's ability to insure that projects relate to the City's physical development policies. As previously discussed, the City is limited in this capability by the paucity of formally adopted City policies. Even where there is a more comprehensive public policy base, it is difficult for a planning agency to convince policy makers to follow their advice over the objections of a department head who may press for a department's program. As more policy plans are adopted, OPP should be more effective in using the CIP process as a means of implementing physical development policy.

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[20] For your information the calendar for the 1977 CIP process appears in Attachment C.

This year's CIP process, unlike traditional capital improvement programming procedures, couples program development and policy formulation. This may be an effective way to relate projects and plans when there are few adopted policy positions.

The process appears well-defined and allows the opportunity for some citizen input, interdepartmental cooperation, and executive and legislative coordination. It provides a method for effectively coordinating capital projects and to some extent insures that capital investment and physical development policy are related.

School District Participation in Capital Improvement Planning

At the present time, the interface between the City and School District planning for capital improvements is limited. There is contact between the District's facilities planner and the City staff on Community Development Block Grant projects.[21] However, experience in the past year indicates that communication takes place after the decisions have been made, and only when a City project will affect a nearby school.

Joint planning for schools, public health facilities, streets and highways, street lighting, libraries, parks, playgrounds and recreation centers would seem to be in the interest of both agencies. The most effective kind of cooperation is probably individual contact between City and School District staff. For instance, the District could voice concern about playground development to the Park Department through the facilities planner in the early stages of the planning process. The City might wish to discuss with the District the increasing community interest in improvements to school playgrounds to make them more parklike. In certain cases it might be appropriate for the District to bring matters directly to the attention of the capital improvement analysts in OPP. Going directly to OPP might be advisable in the following situations: intervention to insure that a project proposed by a department would be recommended by OPP for the Capital Improvement Program; to encourage them to include in the CIP a project that a department was unwilling to recommend, or to oppose a project being recommended.

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[21] Memorandum from Olaf Kvamme, Director of Intergovernmental Relations, Seattle Public Schools, to Joint Advisory Commission on Education, Seattle, Wa., March 25, 1976.

As well as informal liaison between the two agencies, the District could use the formal CIP process to influence capital investment decisions made by the City. Testimony at public hearings on the program is the traditional method. However, if the District is going to influence the development of the CIP, communication with the City at an earlier stage in the process is essential. The School District, for example, might provide input to OPP when CIP issues are identified and the Executive Department Capital Improvement Policy Paper prepared. School District staff could participate in public meetings held by departments about individual projects.

The use of closed school buildings by the City might require School District involvement in the CIP process. If a school building requires capital expenditure for remodelling to City uses, the improvement would need to be scheduled through the CIP. The use of a school for a community center or facilities for governmental and private agency programs are examples of conversion projects that would require inclusion in the CIP. At the present time, the City and School District are exploring the possibility of City use of School District excess facilities. If the two agencies find it in their best interests to convert some of these buildings to other uses, cooperative planning would be required. The District would need to utilize both informal liaison and the opportunities for input in the formal CIP process to accomplish this objective.

Seattle School District - Facilities Planning

Background

For most of the thirty year period following the end of World War II facilities planning in the Seattle Public Schools has meant a continuing effort to find additional school space for an increasing student population. In the fifteen years between 1955 and 1970, twenty-nine new buildings were constructed and countless others were remodelled. The era of population growth and steadily increasing enrollments came to an end in the late 1960's and by 1970 it was apparent that a shift in facilities planning emphasis was called for. The School District was faced with the problem of uncertain funding and excess space, a problem which has remained unsolved for the past five years.

School District facilities planning in the recent past has been guided by two major planning documents. The first, developed in cooperation with the City of Seattle in 1962, was related to the City's Comprehensive Plan and, as such, served to maintain a link in the planning processes between the two agencies.[22] The Guide for Facility Master Planning to 1985 was completed in 1970 to update the earlier plan in light of a shift in planning emphasis and a change in enrollment statistics.[23] Because of an unstable political climate and desegregation problems facing the School District at the time of the 1970 Plan's release, this study has seen somewhat limited use.

The 1962 plan provided for cooperation between the City and School District in the location of new school facilities. Integral to the City's planning efforts was the location of schools in centers of urban cohesiveness. The neighborhood contained an elementary school while a junior high and high school were located in a grouping of neighborhoods defined as a community. In essence, the School District's facilities planning was designed to serve long range City planning efforts as well as School District facilities needs.

This cooperative relationship began to dissolve following the passage of the Construction Bond Issue in 1966. Superintendent Bottomly, declaring the neighborhood school no longer viable, shifted the facilities planning emphasis. To deal with the problems of segregated schools and to reform the curriculum, he directed the planning staff to explore the educational park concept along with individualized learning and continuous progress innovations. Implementation of a plan to shift from a grade level configuration of 6-3-3 to 5-3-4 or 4-4-4 to achieve desegregated middle schools also had an impact on the District's planning for facilities use.

The net effect of this change in emphasis was to alter the basic relationships between School District facilities planning and the City's long range comprehensive plan. An educational program advisor was added to the facilities planning team to insure that new facilities were planned to implement the curricular innovations proposed by Superintendent Bottomly. There was also an increased emphasis on community participation in the planning process. Perhaps the most outstanding example of this was the large-scale community based planning effort which produced the Southeast Education Center Concept.

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[22] "A Guide to School Planning," prepared by staffs of Seattle School District No. 1 and City of Seattle Planning Commission, April 1962.

[23] URS Research Company, Guide for Facility Master Planning to 1985, Seattle Public Schools, July, 1970.

Since 1970 Facilities Planning has been carried out in a reactive mode. Because of periodic levy failures and the continuing decline in student enrollments, the planning which has taken place has been short term and crisis oriented. School closure has been the dominant theme for the past five years. Yet throughout this period there has been an absence of any long term comprehensive view which might have served to unify the planning efforts which have taken place. It is only within the past year, in the Facilities Utilization Study, that there are indications facilities planning will be placed on a more systematic and comprehensive basis.

Planning Processes

There were, and still are, in the Seattle Schools two levels of facilities planning. The first is the long range planning level in which facilities needs are projected over a period of years. Ideally, the long range plan is informed by citizen input, contains accurate demographic information and is framed in light of many interrelated forces internal and external to the School District. Examples of this type of planning are the 1962 and 1970 facilities planning guides and the present Facilities Utilization Study.

The second level is the operational one. Here the individual school facilities are planned and constructed. The work done on the long range facilities plan should guide decisions as to when and where to build. How to build is the concern in level two planning. In 1967 the Facilities Department published a manual[24] establishing procedures for the conduct of level two planning.

Over the years, level two planning has been carried out in a manner fairly consistent with the 1967 Building Procedures Manual. The process is formalized and proceeds from preparation of an Educational Proposal and Preparation of Educational Specifications to the actual construction of a building. There have been some changes in this process with the addition of an educational program planner and increased citizen participation; however, the basic procedures have remained.

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[24] Dale Buckley, et. al., Facilities Department Building Planning Procedures Manual, Seattle Public Schools, 1967.

With decline in enrollments and deterioration of older school facilities, there will no doubt be a shift in emphasis. Although new schools may be built to replace older facilities, the focus should be on renovation and rehabilitation of older facilities.

Long range planning has been and should continue to be the most important consideration in facilities planning. Failure to define a process by which facilities plans will be revised on a continual basis has been a major weakness in previous long range planning. This weakness might have been overcome if the School District had an ongoing comprehensive planning process. However, lacking either of these, the School District's response to changes needed in facilities plans was predictable. The planning during the seventies has been short term and crisis oriented. In other words, close schools. Once this response was formulated there was never any breathing room to generate the comprehensive plan revisions necessary to meet present and future needs.

Compounding this breakdown was the lack of an ongoing liaison between City and School District Facilities planners. The cooperation which existed during the early 1960's and in the activities related to the Southeast Education Center had, in the face of desegregation and financial pressures, given way to infrequent informal contacts. This was especially troublesome in light of the problems which clearly required the close cooperation of both agencies if solutions were to be found.

The present facilities planning situation is transitional. The major activities taking place are in the area of facilities maintenance. Buildings are not being upgraded both because of a lack of funds and the absence of an updated facilities master plan. Periodic discussions have taken place between the School District and the City in an effort to bring about closer cooperation between the two agencies in regard to school closures and future facilities planning. Both the City and School District are awaiting the findings from the Facilities Utilization Study in the hope that it may signal an end to the frustrations of the past six years.

The Facilities Utilization Study Report to be released in 1977 should provide a new ten year facilities master plan.

School District/City Cooperation in Facilities Planning

The current dialogue concerning facilities planning between the City and School District can be traced to the City's 1974 position paper on the proposed school closures of that year. The Schools and Neighborhoods Research Study and the Facilities Utilization Study are visible elements in the realization by both agencies that closer cooperation in facilities planning as well as other planning areas is needed.

An example of the cooperation which has developed in the past year took place during the school closure deliberations. In considering which schools would be closed the School District requested input from the City. The response was a report describing critical areas in Seattle where the City had been concentrating its Community Development Block Grant funds as well as its neighborhood planning efforts. The data supplied was utilized in the selection of schools targeted for closure.

It is interesting to note that there was a considerable amount of liaison between the two agencies in previous years. The 1962 facilities planning guide was the product of a joint effort. The Southeast Education Center Concept resulted in a City decision to locate a new swimming pool within the South Shore Middle School complex. There are many other instances in which close cooperation between staff from both agencies resulted in a better planning effort. Perhaps present liaison efforts will lead to a new period of cooperation.

Capital Improvement Program/Facilities Planning Recommendations

Joint City/School District

(1) Encourage the state to require school districts to complete a feasibility analysis of utilizing excess space in nearby school districts as an alternative to new construction prior to state approval of allocating funding for new facilities.

State funds are being used to build new schools in one district while in nearby districts, school buildings are being closed or under-utilized. As long as the state is willing to finance new construction without requiring districts to consider alternative ways to meet space needs, this overbuilding will probably continue.

State rules and regulations on financing new school construction should encourage interdistrict use of facilities, relocation of portables and other ways to efficiently use space throughout the metropolitan area. Since the Superintendent of Public Instruction controls new construction funds, there should be some leverage through the Superintendent's office to bring about interdistrict cooperation. Requiring a feasibility analysis of excess space utilization in nearby school districts prior to state approval of funding for new construction would be a way to encourage interdistrict use of facilities and to assure that new facilities are actually needed.

(2) Formalize a link between the School District facilities planner and the Department of Community Development, Office of Policy Planning, or other appropriate departments to insure that there is joint planning for public facilities that affect the District.

Communications between the School District and the City on capital improvement planning is limited and usually occurs after the City has made a decision to undertake a project. Cooperation exists primarily when a nearby school is affected by a proposed City facility.

The Study staff recommends that the School District Facilities Planner meet at frequent intervals with City staff to review proposed capital projects of either jurisdiction and discuss joint concerns. In certain cases it might be appropriate for the facilities planner to communicate with individual departments that plan capital improvements. For instance, the Park Department is presently working on guidelines for reallocating Forward Thrust funds that haven't been expended. The District could be impacted by some of the projects that might result from the revised plans.

(3) Encourage the School District to communicate with the City of Seattle concerning capital facilities at appropriate times throughout the CIP process.

The District could work through the formal CIP process to influence City capital investment decisions. It could provide input to OPP when CIP issues are being identified each year, participate in public meetings held by departments about individual projects, or testify at public hearings.

City

(1) Encourage the City through the CIP process to require a feasibility analysis of utilizing excess school space as an alternative to new construction.

The City may propose new construction of public buildings in neighborhoods that have under-utilized school space. Justification for new construction might be required through the CIP process if potential uses could compatibly occupy under-utilized school space. Examples are shared space for community service centers, administrative offices, child care centers, health clinics, and police precincts.

School District

(1) The School District should develop a Facilities Plan Review Process which assures participation by City and community representatives in an ongoing effort to evaluate and revise facilities plans.

The Facilities Utilization Study final report will provide the needed long term planning, lacking during the past crisis laden years. At this time, however, it is not certain whether there will be any work forthcoming on the design of a process for the periodic review and revision of the new facilities plan. The lack of such a process was, in part, responsible for the reactive facilities planning approach of the past six years. With a mechanism for revision established it might have been possible to update and revise the 1970 Facilities Plan. Had the revision taken place when it became clear that the plan was of limited use (somewhere in 1972-73) the problems associated with school closure might have been avoided.

The design of the Facilities Plan Review Process could be accomplished by School District Planners following School Board consideration of the Facilities Utilization Study report. The review process design should include participation from the City's Council staff, Office of Policy Planning, and Department of Community Development as well as community representatives. The City should be intensively involved in review of the Facilities Utilization Study recommendations.

PROGRAM PLANNING PROCESSES

In this section of the report, the major program planning and implementation responsibilities of selected School District and City departments are identified. The particular planning processes were selected because of their implications for intergovernmental cooperation or because of their overall importance to the direction of the individual agencies. The City departments of Park and Recreation, Human Resources, and Personnel/Civil Service which have cooperative arrangements with the School District have been selected for this review. A description of the traffic safety planning process is included as an example of a more specific joint planning effort. School District Curriculum Planning is briefly described. A more detailed description and analysis of planning processes will be completed during the grant extension period. An in-depth study of the School District desegregation planning process and the City Community Development Block Grant Planning and Programming Process will be done to fulfill Objective 1 of the extension proposal.

City of Seattle - Department of Human Resources

The Department of Human Resources makes provision for social services for Seattle residents with priority given to programs for low income or otherwise disadvantaged persons. It is limited to the delivery of social services that are consistent with constitutional and charter provisions (discussed in the Social Services section in Chapter 1). Within these parameters, it provides a variety of programs designed to enable persons of low income to be employed, to reduce the dependency of the elderly, to increase the employability and self-sufficiency of disadvantaged youth or to reduce juvenile delinquency.

Among the Department's programs are a number that affect disadvantaged school age youth. These include child care services, vocational training, subsidized employment, summer recreational programs, a job service, and a community based corrections program. The educational component of several of these programs is provided by the Seattle Public Schools.

As the area agency on aging under Title II of the Older Americans Act, the Department plans for and coordinates a service delivery system for the elderly. Several elementary schools are the location for the School Program Involving our City's Elderly (S.P.I.C.E.) program which provides recreational opportunities, meals and health clinics for older citizens.

The Department also provides services for low income, minority and disadvantaged veterans and assists handicapped persons in dealing with their special problems. They operate four community service centers that provide information and referral services, encourage citizen involvement, and attempt to bring "City Hall" to the neighborhoods.

The Department relies heavily on contracts with other private and public agencies to deliver the services. Almost all of the programs are funded outside the City General Fund through categorical grants.

Table II - 1 details the primary sources of funding, the purpose of the programs, staff responsibility for planning and implementation and a listing of programs that benefit the school age population or utilize school facilities.

City of Seattle - Personnel/Civil Service Department

Through its Personnel/Civil Service Department the City administers funds received for CETA programs in the area. Funding for this program which is designed to relieve cyclical unemployment in urban communities is from the Federal Comprehensive Employment Training Act Program. Funds from the King-Snohomish Manpower Consortium and federal agencies are channeled through the City to private and public agencies including the School District. The Department also provides training and counseling to CETA employees. A description of the Department's purpose, responsibilities, major source of funding and school related programs appears in Table II - 2.

TABLE II - 1

CITY OF SEATTLE - DEPARTMENT OF HUMAN RESOURCES

PLANNING AND IMPLEMENTATION FOR SCHOOL RELATED PROGRAMS

Division or Sub-division	Funding and Major Sources of Funding	Staff Responsibility for Planning/Program Purposes	Citizen Participation	School Related Programs
Child Care Services	$480,000 - Housing and Community Development Block Grant 19,734 - U.S. Department of Agriculture 367,735 - Washington State Department of Social & Health Services	Plans, administers and monitors programs which are sub-contracted to community child care agencies. Services available for children of low income and single parent families who are employed or being educated or trained		*
Youth Services	$ 6,000 - Housing and Community Development Block Grant 225,000 - U.S. Department of Agriculture 2,945,964 - King-Snohomish Manpower Consortium	Designs, implements and monitors programs designed to meet the basic needs of Seattle's low income disadvantaged youth.		Youth Work Training/Out-of-School* and Youth Work Training/Summer* programs provide vocational training, subsidized employment support services and learning educational skills, to increase the employability and self-sufficiency of disadvantaged youth. Summer Program provides jobs during the summer for low income youths. The Recreational Support Program* provides organized recreation activities for low income youth, aged 6-14. Summer Sack Lunch Program will provide free lunches to youth 6-21 participating in organized activities.

*Educational Component Provided by Seattle School District

TABLE II - 1 (Cont'd)

CITY OF SEATTLE - DEPARTMENT OF HUMAN RESOURCES

PLANNING AND IMPLEMENTATION FOR SCHOOL RELATED PROGRAMS

Division or Sub-division	Funding and Major Sources of Funding	Staff Responsibility for Planning/Program Purposes	Citizen Participation	School Related Programs
Juvenile Justice-Youth Service Bureau System	$427,320 - LEAA Grant with City Cash Match of $19,973 50,000 - Kijana (Public Housing Youth Services) 50,000 - Central Area Group Homes	Youth Service Bureau System is a demonstration project testing the validity of a community based corrections program which holds youth accountable for delinquent actions while providing the youth certain services. Programs are designed to reduce juvenile delinquency.	Operates through community Accountability Board which assigns restitution to youths referred to them by the courts and also provides services.	Operates Accountability Boards in Mount Baker, Southeast Seattle, and Ballard-Fremont. Provides services to youth who request assistance when appearing before Accountability Boards. Provides counseling, eductional and employment services to rebellious pre-delinquent youth most of whom have been expelled from the Seattle Public Schools.
Community Services	$ 78,875 - General Fund 29,077 - General Revenue Sharing 180,000 - Housing and Community Development Block Grant $75,000 - Employment Opportunity Center 80,000 - Public Housing Funding 25,000 - Fremont Public Association	Plans and operates programs at the community and neighborhood level to provide social and other services, community assistance and a mechanism for citizen involvement.		Operates community service centers in Ballard, University District, White Center, and Fremont. Provides social service and referral and employment information. Works with Department of Community Development to identify community needs and recommend alternatives solutions. P-Patches available to city residents for vegetable gardens.

TABLE II - 1 (Cont'd)

CITY OF SEATTLE - DEPARTMENT OF HUMAN RESOURCES

PLANNING AND IMPLEMENTATION FOR SCHOOL RELATED PROGRAMS

Division or Sub-division	Funding and Major Sources of Funding	Staff Responsibility for Planning/Program Purposes	Citizen Participation	School Related Programs
Aging	$136,438 - General Fund 743,002 - State Office on Aging 414,000 - Housing and Community Development Block Grant 90,540 - Community Services Administration (OEO) 30,000 - King County (Block Grant)	As Seattle-King County Area Agency on Aging, plans and monitors delivery of services to the elderly. (General Planning) Annual Comprehensive Plan for Aging prepared by staff, reviewed by Citizens Advisory Council and service agencies, adopted by Seattle, King County and United Way and submitted to the State Office on Aging. (Operational Planning) Programs identified in the Comprehensive Plan are developed, implemented and monitored by the Program Development Section of the Council on Aging.	24 member Citizens Planning Council on Aging advises the Division.	School Program Involving Our City's Elderly (SPICE) offers cultural, recreational opportunities, health clinics and nutrition programs.
Program Control	$ 30,389 - Housing and Community Development Block Grant 82,488 - General Fund	Responsible for grants management, contract preparation and control, program analysis and evaluation, and management information system.		Schools provide educational components of a number of programs funded by grants.
Office of Director	•	Provides policy direction and long range planning and manages department.		Has undertaken an analysis of departments relationship with other city and county departments.

TABLE 1I - 2

CITY OF SEATTLE - PERSONNEL/CIVIL SERVICE DEPARTMENTS

PLANNING AND IMPLEMENTATION FOR SCHOOL RELATED PROGRAMS

Division or Sub-division	Funding and Major Sources of Funding	Staff Responsibility for Planning/Program Purposes	Citizen Participation	School Related Programs
Public Employment	$9,000,000 - CETA	Administers funds received from the Federal Comprehensive Employment and Training Act (CETA). Contracts with and monitors related activities of public and private agencies that receive CETA funds. Program designed to counter cyclical unemployment in urban areas.		In 1976 the School District received $2,764,712 in CETA funds that are channeled through the City.
Employment Development and Personnel Services		Recruits, provides skill training, employment counselling and other services for both permanent and CETA employees.		

City of Seattle - Parks and Recreation Department

The Parks and Recreation Department provides a variety of recreational opportunities and develops and manages parks and playgrounds as well as specialized facilities such as golf courses, the zoo, museums, and boulevards. The Department operates swimming pools and community centers, administers athletic league competition, supervises summer playground activities, operates a dance studio, an art studio and a theatre, and provides special programs for the elderly and handicapped. It is responsible for maintaining nearly 500 acres of parks, playgrounds, playfields and tidelands. Since the passage of the Forward Thrust bond issue, it has planned for and managed the design and construction of public facilities valued at $90,000,000.

Different divisions of the Department have planning, programming and implementation responsibilities that relate to or overlap those of the School District. These divisions will be identified and briefly described.

Community Recreation Services Division:

This Division provides recreational services directed toward communities or neighborhoods. The staff works with Citizen Advisory Councils in planning and operating programs at twenty-two community centers. Summer recreation programs are offered at twenty-seven playgrounds throughout the City. These programs are partially staffed by participants in the Summer Youth Employment Program subcontracted through the Department of Human Resources. The staff also has the responsibility for supervising and operating pools and beaches, and providing swimming and small craft instruction.

Special Programs and Facilities Division:

This Division operates programs at the Seward Park Art Studio, Madrona Dance Studio, Poncho Theatre, Bathhouse Theatre, Red Barn Ranch, Camp Long and five municipal golf courses. Citizen Advisory groups work with the staff in programming some of these activities. Scheduling of Park Department athletic facilities and pools and coordination of a citywide athletic program is also done by this staff.

An extensive recreation program for the handicapped and elderly is offered. Direct contact is maintained with agencies such as Ryther Child Center, Lighthouse for the Blind, Northwest Center for the Retarded, and Western State Hospital. Camping experiences are provided for the handicapped. Leisure programs for the elderly are offered at schools participating in S.P.I.C.E. and at community centers.

Zoo Division:

Among the program goals identified by a Zoo Action Task Force, appointed by the Mayor in 1975, is education. The history of animal life and its relationship to differing ecological systems will be depicted through exhibits and guided tours. In addition to providing elementary school children an educational experience, the zoo through its research program could allow older students the opportunity for study of animal behavior and physiology.

City of Seattle - Traffic Safety Planning Process

The City of Seattle School Traffic Safety Advisory Committee is the formal mechanism for communication between the School District and the City on traffic safety matters. The Committee, established in 1968, reviews requests for traffic controls and adult crossing guards as well as advises the City Council and Mayor on traffic safety. Its membership is composed of representatives from the City, the School District, PTSA and other interested citizens groups.

The committee's primary responsibility is considering requests for traffic safety measures. These requests originate with parents, students, teachers and other concerned citizens. They are routed through elementary school principals who forward them on to the committee for study and action. The requestor fills out a Traffic Safety Recommendation form that asks for a description of the safety problem and a recommendation for a solution. Requests for crossing guards, traffic signals and signs, crosswalks, pedestrian overpasses and walkways are all handled in this manner.

The committee at its monthly meeting reviews requests and disperses them to the appropriate City department. If it is a request for an adult crossing guard, the School Traffic Safety Unit of the Police Department studies the problem and makes a recommendation to the committee. Traffic control requests are investigated by the Engineering Department. In either case traffic studies might be initiated and the criteria for the improvement or added personnel would be applied to the problem location. The department's findings, with a recommendation to approve or deny the request, are reported back to the committee. Before making its decision, the committee might hold a public hearing either on its own initiative or at the request of a citizen. The final recommendation of the committee might differ from that proposed by the staff, although usually the committee upholds the staff's position.

The recommendation from the committee goes back to the department. In the case of crossing guards a formal recommendation goes to the Chief of Police who makes a final decision. With a request for a traffic control, the final decision would be made by the Traffic Control Engineer.

Once the decision is made, funds may have to be budgeted before implementation. If the request can be funded through the general fund, there may be monies in the present budget for the improvement or it may require additional funding in the following year's budget. There are monies from the general fund available for the installation and maintenance of walkways for use by school children and for the traffic signs and crosswalks. The funding of capital projects such as traffic signals and overpasses would be through the Capital Improvement Program.

Both School District and City staff were interviewed by telephone for information and opinions about the School Traffic Safety Advisory Committee. The School District Transportation supervisor and representative to the committee, stated that the committee works well, has work to do and accomplishes a great deal. A Seattle Engineering Department official who staffs the committee, said the committee serves the purpose of giving the public the sounding board it needs on traffic complaints. He explained that the committee was mandated by the City Council to cut down the number of traffic control requests requiring review by the City Council Public Safety Committee. According to the official, the number of requests made directly to the Council have diminished since the committee's inception. However, he mentioned that citizens weren't always satisfied with the decision of the committee and wanted to take their request directly to the Mayor or Council. A citizen obviously has this prerogative if not satisfied with the decision of the committee or staff.

The committee also has the responsibility to advise the Mayor and Council on traffic safety issues. The committee evaluates traffic safety reports, policies and procedures, promotes coordination of traffic safety efforts and recommends school traffic safety programs and related legislation. The work of the committee in these areas was not evaluated as part of this report.

Seattle School District - Curriculum Planning

Almost every program in the School District relates to curriculum and instruction; therefore, curriculum planning was chosen as the program planning process to investigate pursuant to Objective 5 of the NIE study. The general area of curriculum and instruction includes a number of subareas and various patterns of organization. For instance, this area can be broken down into specific subjects or courses taught at various levels, compensatory and special education programs designed to meet the needs of particular groups of students, "traditional" and alternative programs, and various grade level configurations. Plans and policies for each subarea are necessary if continuous progress is to be provided for each student's academic, social, emotional, and physical growth.

The high priority of curriculum and instruction, consistent with the state mandate to public schools, is apparent from budget allocations and other administrative and Board decisions. School Board goals adopted for the 1976-77 school year include: 1) to provide excellence in educational programs which allow each student to attain maximum potential and 2) to plan systematically for the continuing improvement of curriculum and instruction in the Seattle School District. Management goals established in October 1974, include the following curriculum and instruction goals and subgoals:

> Curriculum: The Seattle School District will develop a K-12 curriculum in all subject areas based on an established set of basic and supplemental course goals.
>
> > Developmental activities will be initiated that will include, but not be limited to, K-12 continuity in curriculum, basic skills, the elimination of ethnic and sex role stereotyping, and other curriculum areas for special emphasis to be identified yearly in the levy/budget development process.
> >
> > Developmental activities will be initiated in special program areas to meet emerging needs of the District including the gifted and talented, early childhood education, and bilingual/bicultural education.

Instruction: The Seattle School District will develop individualized instruction programs at all school levels designed to provide a wide range of learning strategies that meet the differing needs of communities, groups and individuals.

> The instruction program will provide for curricular articulation between the several levels of school organization.
>
> Systems will be developed for student diagnosis, prescription, and assessment as a means of guiding program development, and insuring individualization and accountability.
>
> Instructional programs will give emphasis to meeting the educational needs of the handicapped and the gifted and talented as defined in current and proposed State regulations.
>
> Instructional programs will emphasize the development of self esteen in each child.
>
> Programs will be developed which will provide a wide range of alternatives and options for students, parents and staff in the type of education programs available.

These goals are visible indications of a high level of commitment by administrative staff and the Board to developing a sound educational program. The planning that has gone into making these goals a reality is not as readily detected. Since, in the words of one administrator, "Our (the School District's) business is instruction,"[25] it would seem that the planning process for this area would provide the integrative mechanism for coordinating all planning in the District. Rather than a comprehensive and visible process it appears that curriculum and instruction planning is carried on separately and behind closed doors.

Planning and Program Cycle

A tentative model for curriculum/instruction planning and program cycle was discussed in an interview with the former Assistant superintendent of Curriculum and Special Services. The model follows a traditional curriculum development cycle: planning - developing - implementing - evaluating. In concert with this cycle is the production of goals, strategies and evaluations. The model is graphically portrayed in Attachment D of this chapter.

All curriculum development and instructional programs are in one or more of these phases. For example, the minimum competencies program for grade 10 entered the implementation phase last year, grade 7 minimum competencies were being developed, while the grade 4 program was in the planning stage. The cyclical nature of this model suggests a dynamic and continuous relationship between all the phases. Evaluating, the last activity in one cycle should inform the planning activity for the next full cycle. This is particularly true for programs that are being expanded, but is just as important for critical review, revision or new direction of any existing instructional program.

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[25] Robert Nelson, Assistant Superintendent, Management Services, Seattle School District No. 1, Seattle, Wa., May 24, 1976.

The cycle is more visible in categorically funded programs because they almost always operate on a yearly basis. Further, submission of detailed operating procedures is usually a funding requirement.

This model has little utility except to suggest four basic steps which will be followed in curriculum development. The details of the process for accomplishing these activities is nonexistent. Development of the process used is left up to those responsible for the program. Without a more definitive process, it is difficult to answer the question, "What is the role of the administration, teaching staff, School Board, student, and community in curriculum development in the Seattle Public Schools?"

There was no recognition of this tentative model by other administrators responsible for some of its components. This seems to reaffirm the observation that curriculum planning has low visibility with little involvement by persons not directly responsible for the administration and/or development of a particular program. It is unknown what effect new administrative direction will have on this aspect of School District planning.

Program Planning Recommendations

School District

(1) Encourage physical education, art, and music teachers to assist Community Park and Recreation Councils in planning neighborhood recreation programs.

Citizen Advisory Councils assist in planning park and recreation programs at twenty-two community centers in the City. Participation by teachers in these councils might result in better coordination of and less duplication in recreation programming.

(2) Encourage School District staff to inform appropriate agencies of child care needs and make information available to parents on child care services. The District should also consider leasing excess school space to child care agencies.

School principals and teachers are an invaluable source of information about the neighborhoods where their schools are located. By providing information on child care needs to agencies and information about child care services to parents, school staff would be providing an important service to both groups. Encouraging child care agencies to locate in excess school space would not only provide the agency with space to lease, but would be a compatible use in buildings with existing school programs.

(3) Investigate the possibility of advanced science students undertaking research projects on animal behavior and physiology at the zoo.

One of the objectives of the zoo is to provide research opportunities for students of animal behavior. Many of these projects are conducted by volunteers or students of animal behavior and physiology. The zoo program would appear to offer research opportunities for science students, particularly those in alternative programs.

ATTACHMENTS

ATTACHMENT A

1977 CITY OF SEATTLE BUDGET PROCESS CALENDAR

028 Budget Calendar/Checklist - the following is a sequential listing of the major events and requirements of the Budget Process:

Date	Activity
January	Mayor and OMB review 1977 forecast.
February	Council presents 1977 Budget and policy statements to Mayor - OMB.
April 2	OMB sends Budget Manual, Budget Letter and Organization Memoranda to Departments.
April 16	OMB sends Budget Manual Rate Appendix and Supplemental Budget Letter to Departments.
	OMB/MIS/General Services sends all budget detail worksheets to departments.
May 3	Revised Organization Memoranda sent by Departments to OMB.
June 25	Department Budget Requests with Organization Charts submitted to OMB.
July 12	Department returns all budget detail worksheets to OMB/MIS/General Services.
July 14	OMB sends Personnel/Civil Service evaluation form to Personnel/Civil Service.
July 30	Revenue Estimates submitted to OMB.
August 2	Personnel/Civil Service reports New Positions and New Titles to OMB.
August 27	OMB Pre-Hearings and Department - OMB Budget Hearings.
September 1	Personnel/Civil Service reports Reclassifications to OMB.
August 27 - September 17	Mayor and OMB finalize Proposed Budget recommendations.
October 1	Mayor's Annual Budget Message.
October 1 - November 29	City Council deliberations on the Mayor's Proposed Annual Budget.
November 29	City Council takes final action on the Adopted Annual Budget.
December 17	Departments submit revised Purchasing Plan and Department Policy and Procedure Statement to OMB.

City of Seattle, Office of Management and Budget, *1977 Budget Manual*.

ATTACHMENT B

PAGE FROM SEATTLE SCHOOL DISTRICT 1976-77 BUDGET

PROGRAM 00 - BASIC EDUCATION

FY 1976-77

Charged to this program are the direct costs of basic education (K-12) of school districts that cannot be properly charged to another program.

OBJECT OF EXPENDITURE

ACTIVITY	Total	Debit Trnsf (0)	Cert. Salaries (2)	Class. Salaries (3)	Employee Benefits (4)	Supp & Mat'ls (5)	Instr Mat'ls (6)	Contract Services (7)	Travel (8)	Capital Outlay (9)
21 Supervision-Instruction	2,640,355		1,436,827	773,265	270,625	103,973	XXXX	35,975	16,330	3,360
22 Learning Resources	2,930,614		2,035,596	338,505	267,207	19,882	222,632	45,212	150	1,430
23 Principals	8,061,084		4,829,623	2,270,579	837,014	68,554	XXXX	28,600	26,714	
24 Guidance & Counsel.	2,346,533		1,793,809	309,528	224,486	17,420	XXXX		1,290	
25 Psych-Spch-Hearing	269,454		247,166		16,488	1,500	XXXX	300	4,000	
26 Health Services	1,001,349		873,514	17,467	88,598	14,239	XXXX	2,456	2,900	2,175
Sub-Total Instr. Support	17,249,389		11,216,535	3,709,344	1,704,418	225,568	222,632	112,543	51,384	6,965
27 Teaching	47,706,657		41,966,002	239,417	4,016,880	757,586	454,183	148,141	10,274	114,174
28 Extra-Curricular	1,129,699		923,334	71,342	38,813	73,107	XXXX	5,000	300	17,803
59 Field Trips, Etc.	50,000		XXXX	XXXX	XXXX	XXXX	XXXX	50,000	XXXX	XXXX
Sub-Total Instruction	48,886,356		42,889,336	310,759	4,055,693	830,693	454,183	203,141	10,574	131,977
Totals	66,135,745		54,105,871	4,020,103	5,760,111	1,056,261	676,815	315,684	61,958	138,942
FTE Program Staff			2805.77	335.29						

Detail of Debit Transfers
Program Transferred from

No.	Title	Amount

ATTACHMENT C

1977 CITY OF SEATTLE CAPITAL IMPROVEMENT PROGRAM CALENDAR

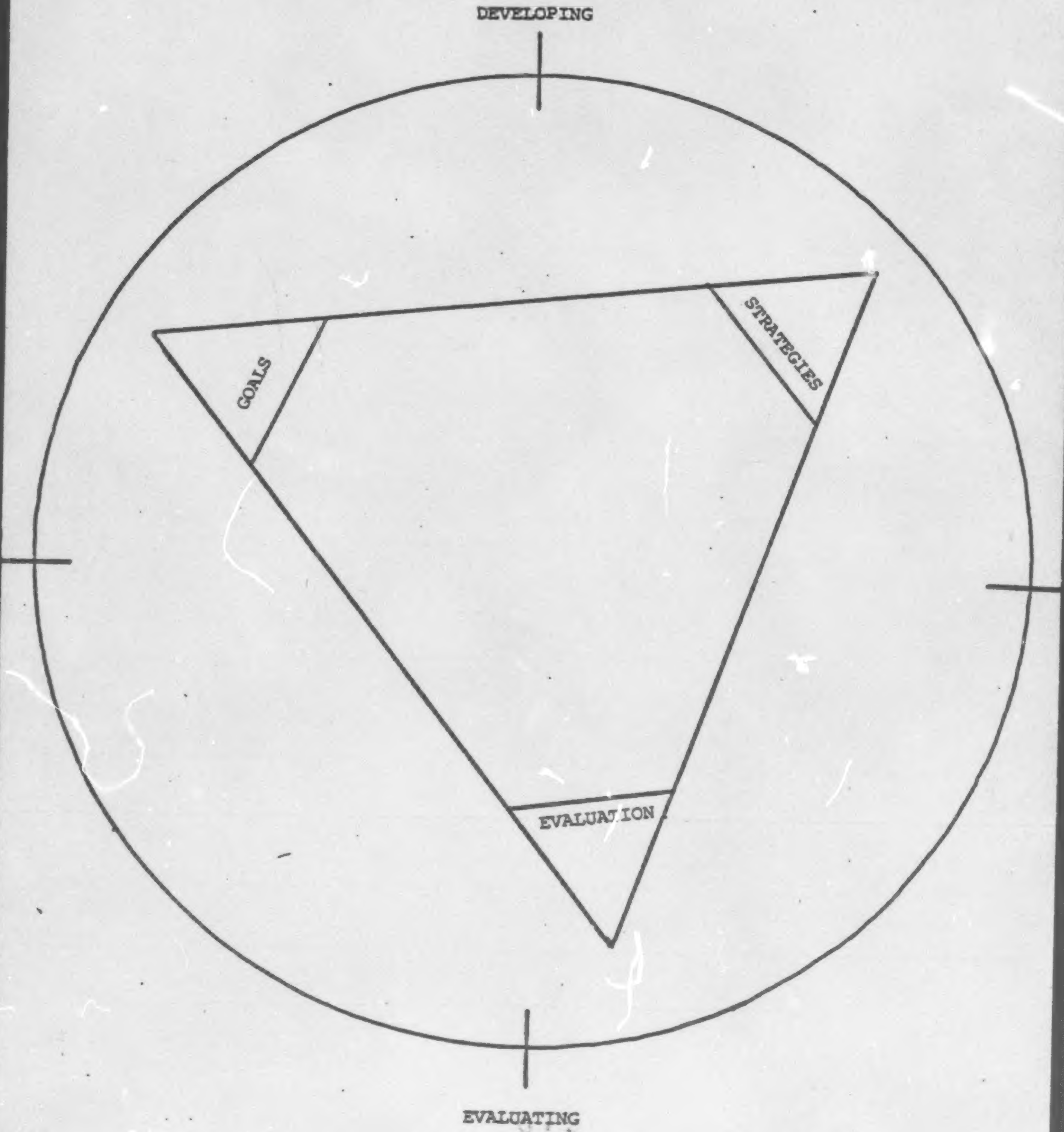
CIP Process Time Schedule

3/25	CIP Departmental Letters out.
3/29 - 4/2	CIP staff meets with individual departments to discuss 1977 process. CIP Instruction Manual to departments. OMB Operating Budget manual to departments.
4/5 - 4/30	CIP staff work with departments on Policy Paper. Departments submit Policy Paper information to OPP. OPP sends copy of information to OMB.
5/3 - 5/14	CIP staff develops Policy Paper. CIP staff briefs Director on draft Policy Paper. (Copy to OMB)
5/17 - 5/19	Brief Mayor on Policy Paper. Citizen meeting on Policy Paper. Departmental hearings with Director on Policy Paper. CIP staff finalizes Policy Paper.
5/19 - 6/11	Presentation and discussions with City Council on Policy Paper. CIP staff works with departments on technical CIP including new projects based on Council discussions. Technical CIP requests to OPP. (Copies to OMB)
6/14 - 6/18	Final City Council discussions on Policy Paper. OMB reviews CIP submittals for operating budget impact. CIP staff begins work on technical CIP.
6/21 - 6/25	City Council adopts Policy Paper. OPP/OMB discussions on CIP and agreement on CIP as it will relate to operating budget.
6/28 - 7/23	Operating budget submittals to OMB. CIP staff finishes work on technical CIP. Departmental hearings with OPP Director. Citizen meeting on technical CIP. Brief Mayor on technical CIP. CIP staff finalizes CIP. CIP to printer.

Beyond

8/4	Executive CIP presented to City Council.
8/9 - 8/27	Write Program EIS.
8/9 - 10/1	Council hearings on CIP.
8/30	Circulate draft Program EIS.
10/1	Executive operating budget presented to City Council.
10/1 - 11/26	Council hearings on operating budget.
10/18- 10/27	CIP staff write final EIS.
10/27	Submit final EIS to Council.
11/29	Council adopts CIP and operating budget.

ATTACHMENT D
SEATTLE SCHOOL DISTRICT CURRICULUM/INSTRUCTION PLANNING AND PROGRAM CYCLE


DEVELOPING
GOALS
STRATEGIES
EVALUATION
EVALUATING

PROCESS/PRODUCT PLANNING MODEL

ATTACHMENTS

CHAPTER III

SUMMARY AND RECOMMENDATIONS

INTRODUCTION

This chapter highlights changes necessary to bring about a more effective relationship between the City of Seattle and the Seattle School District. Existing interagency cooperation and failures to communicate identified in previous chapters are summarized in the first section. Following the summary are recommendations that would improve coordination between the two agencies.

Recommendations are made on program coordination, exchange of information and joint treatment of issues. Those that apply specifically to the individual school and its neighborhood are included, but have not been fully investigated. The institutional linkages are directed to three levels of organization: executive (Mayor - Superintendent), legislative (School Board - City Council), and departmental (City/School District administrative departments).

SUMMARY

Although separate agencies, the City and the School District as part of the same urban system are interdependent. For example, without a strong tax base and residents who value education, the schools will have neither the financial resources nor public support. Conversely, without good schools, the City may be unable to attract and hold middle class residents who are the key to a revitalized city.

In planning, programming and budgeting, each agency has developed its own procedures, some of which are mandated by state law. Consequently, each agency plans and makes decisions independently and may fail to take into consideration the impact of its actions on the other.

Sometimes, this system has the School District and the City working at cross purposes. For example, actions of the School District to close schools in certain neighborhoods may discourage middle class families from moving into that area. The City through its taxation policies may encourage businesses to move to the suburbs thereby affecting the tax base upon which the schools depend.

Therefore, additional links between the two systems should be established to improve communication and cooperation. Each jurisdiction must consider the effects of its major policy decisions and actions on the other.

School District Intervention

The School District has a stake in decisions that the City makes, but traditionally, school boards have reacted after city decisions have been made. School boards have operated under the philosophy that their responsibility is to meet the educational needs of the geographical area the district serves regardless of the forces creating those needs.

The Seattle School District has traditionally limited its interface with the City to joint programming, contacts with City departments over regulations that affected it, common positions on legislation, and other matters directly related to education. In June of 1976, the Board set precedent by taking a position on a noneducational issue that indirectly affects the future vitality of the City and the schools. The Board adopted a resolution on redlining[1] prior to City Council consideration of the matter.

It would seem appropriate that the District involve itself in such decisions that indirectly affect the schools. The District is legally charged with the power to transact all business necessary for maintaining schools and protecting the rights of the District.[2] It is certainly arguable, then, that the District has a responsibility to exercise its political power to influence public and private decisions which would have a positive or negative effect on educational quality, school finance or operations.

The District should become involved when an opportunity exists to improve its educational program. The School District should be cognizant of decisions that will affect the quality of life in the City. Improving or maintaining quality of life may encourage families to remain or locate in the City thus affecting future school enrollments. It is particularly important for the School District to be involved in issues that affect school enrollment, racial transition and racial segregation, composition of the school age population, or the City's tax base.

Decisions which directly affect residential populations have an impact upon the School District. Zonings, annexations, abatements, rehabilitation and redevelopment projects, and location of major arterials and public housing projects can drastically alter the characteristics of a residential neighborhood. Results may lead to a substantial increase or decrease in school enrollments. Characteristics of a school's student population may be changed, requiring additional social and health services.

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[1] Redlining is the practice by lending institutions of refusing to make loans in certain neighborhoods of a city.

[2] RCW 28.58.010.

City decisions which may affect the School District's financial condition are also appropriate for intervention. Building code requirements may force the School District to make unplanned expenditures. Captial improvement programs financed through local improvement districts also have fiscal implications for the School District. City taxation policy may affect the revenues available to the District for special levies and capital projects.

City Intervention

The City of Seattle has acted to influence School District decisions that may affect the City's future. The Human Resources Manager, who is City liaison to the School District, attends School Board meetings and presents the City position on school issues. When the District announced its plan to close seven elementary schools in the summer of 1974, City staff provided input at public hearings on the closures. In the spring of 1976 when the School District announced that it intended to close several elementary schools for a one year period, a City Task Force prepared a report outlining the City position on the kinds and locations of neighborhoods where schools should be left open.

Additionally, the City commitment to a strong school system is underscored by the City Council which assigned a number one priority to adequate school financing when prioritizing its work program for 1976-1977.[3]

Because the School District is a single purpose agency with responsibility for education of school age children, it impacts the City in a limited number of areas. In the earlier discussion on the interdependency of the City and School District, the importance of a strong school system to the City's goal to hold its middle class families was stressed. The relationship between good schools and the maintenance of the City tax base was also emphasized. Accordingly, School District decisions which might weaken the school as a neighborhood stabilizing force are of concern to the City. Support for the hypothesis that closing a neighborhood school has some impact on the composition of the population after school closure is provided the Neighborhood Impact Study that was completed as part of this project.[4]

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[3] 1976-1977 Work Program of the City Council, City of Seattle, Fall 1975.

School District decisions that affect the overall quality of education may affect the composition of the City's population. Support for the hypothesis that families will want to move from a neighborhood if educational quality declines was provided by The Neighborhood Survey, another component of the Schools and Neighborhoods research project.[5]

In specific areas, decisions that the District makes may affect park and recreational programming, the delivery of social and health services, police protection, crime prevention and traffic control. The elimination of after school sports is an example of an action that would create a need for additional City programs at community recreation centers. Action that would change the length of the school day might result in increased juvenile crime, requiring additional crime prevention by the police. Elimination of certain student services traditionally provided by the District might require that additional health and social services be provided by the City or other public or private agencies.

Impediments to Cooperation

The proposed recommendations assume increased communication between the School District and the City is an advantage to both agencies and the common community which they serve. There are, however, pressures that have and will continue to force the City and the School District into roles that may be mutually less supporting than each might wish. Many of the same problems that were cited as reasons for cooperation may produce conflict and result in the two agencies working at cross purposes. Some actions are forced upon the City and School District by state and federal governments. Desegregation, requirements for special programs, building code enforcement, work safety requirements, fair employment practices are examples.

Competition for the same property tax dollar may force the City and School

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[4] Neighborhood Impact Study, Prepared by the Bureau of School Service and Research, University of Washington, (Seattle, Wa., June 1976), p. 117.

[5] The Neighborhood Survey, Prepared by Mathematica Policy Research, (Seattle, Wa., August 1976), p.

District into opposing positions. Both agencies face erratic and inadequate funding. The School District must rely on special levies and changing levels of federal and state support. The City has fewer federal dollars from revenue sharing than from prior categorical grants and, like the School District, has been affected by inflation and increased personnel costs. Both agencies in funding capital projects rely on the property tax base.

Sharing of facilities for park and recreation programs and for other uses offers opportunities for cooperation, and the potential for misunderstandings and conflict. With the School District facing the question of how to handle excess space, this issue is particularly germane.

Another barrier to more effective communication is the apparent mistrust between the City and School District. This mistrust of purpose, intent, and motives was noted in conversations with staff and in correspondence between the two agencies.[6] The mistrust is most clearly manifested at the middle management level where the most frequent interagency contact occurs. More than one middle manager said that lack of top level commitment and of well defined policies implementing this commitment is partially responsible.

As important as commitment to more effective cooperation is funding for implementation.

Regardless of barriers to more effective communication, it is the conclusion of this study that improved cooperation can and should occur.

Existing School District/City Relationships

Existing frequent communication between the School District and City takes place through the following institutional structures.

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[6] Correspondence between the City of Seattle Parks and Recreation Department and the School District was reviewed for the period May 1970 through January 1976. There were interviews with City and School District staff as well as informal conversations.

Superintendent - Mayor

The frequency and kind of contact between the Mayor and the Superintendent of Schools has varied depending on the individuals in the respective positions. Since the present Superintendent has been in the position for only a few months, it is unknown how his relationship with the Mayor will develop.

School Board - City Council

The City Council and the School Board confer on matters of joint concern through formal and informal mechanisms. The City Council Intergovernmental Relations Committee and School Board Legislation and Legal Committee now meet prior to the legislative session each year to develop mutual approaches to the legislature. The committees in joint session have also considered common problems such as traffic safety for school children and school closures. Each year members of the two bodies attend the Joint Advisory Commission on Education (JACE) annual meeting which offers them an opportunity for general discussion of issues. Informal contacts between individual Board and Council members also take place.

Official Liaison

The School District Director of Community and Governmental Relations presently serves as official School District liaison to the City. The Human Resources Manager, Office of Policy Planning (OPP), has been designated by the Mayor as liaison to the School District. Prior to the establishment of this formal channel of communication, there had been cooperation in some areas such as playgrounds, recreation, security, traffic control, and fire protection. However, there was limited contact on general issues or those that spanned a number of functions.

The School District Director of Community and Governmental Relations maintains frequent informal contacts with certain key City officials. For instance, the present director meets with the Director of Human Resources to check on the status of District/City activities such as S.P.I.C.E. (School Program Involving our City's Elderly) and the City's Personnel Director in regard to the CETA (Comprehensive Employment Training Act) program. Communication with the City's liaison in OPP and with the Mayor's personal staff is also maintained. During the legislative session, he has contact with the City lobbyist.

The Manager for Human Resources also maintains communication with key School District administrative personnel on matters of mutual concern. The City liaison frequently attends School Board meetings testifying when appropriate to present the City position. This City representative also serves on the steering committees of the Schools and Neighborhoods Study and of the Facilities Utilization Study.

Through these official liaison, the School District and the City have an effective formal channel of communication.

Joint Advisory Commission on Education (JACE)

JACE is a citizens' advisory group established to facilitate cooperation between the Seattle School District and the City of Seattle. This group provides another permanent channel between the schools and the City. It acts as a watchdog over both agencies and a catalyst to foster School District/City cooperation.[7] JACE comments on policy matters under consideration by the School Board or City Council, makes recommendations on joint City/School District programs and intervenes to resolve School District/City conflicts.

School District - City Parks and Recreation Department

The Seattle Public Schools and the City of Seattle Parks and Recreation Department have a long history of joint use of facilities. The Park Department has provided playgrounds in many parts of the City for District use and the District has provided space for Parks and Recreation programs. Several joint school-park facilities were constructed in the last thirty years with funding from both agencies.

School District - Department of Human Resources

The School District and the Department of Human Resources cooperate on the School Program Involving our City's Elderly (S.P.I.C.E.), Youth Service Bureaus, Youth Work Training Program, child care services, recreation activities, summer sack lunch program and related activities.

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[7] 1975 Annual Status Report, City of Seattle/Seattle School District Joint Advisory Commission on Education.

School District Safety and Security Offices - Police Department

There is cooperation between the Police Department and the School District on traffic control near schools, to protect student life and property from criminal action, disasters, and fires, provide for safe facilities, and to prevent vandalism and forced entry of schools. The Police Department sponsors the Officer Friendly Program to strengthen primary students' safety habits and understanding of the role of police officers.

School District Transportation Office - City Engineering Department

The Transportation Office has frequent contact with the City Engineering Department concerning bus loading zones, safe routes to school, traffic controls and related transportation problems.

School District Business Plant - City Building Department

There is frequent contact between the City Building Department and the School District Maintenance and Operations Section to insure that school buildings meet the City's building code.

School District Safety Office and Maintenance and Operations Section - Fire Department

Communications between the Fire Department and the School District occur continually over enforcement of fire codes. School inspections for fire code violations are conducted monthly by the Seattle Fire Department. In addition, the School and Fire Education (SAFE) program is conducted in the schools as part of the Department's public education program.

School District Health Services Department - Seattle-King County Health Department

The Seattle-King County Health Department works with the School District Health Services Department in conducting the student immunization program through the schools. The Health Department provides services to students referred by School District Health Services. There is also a cooperative dental health educational program with direct dental care for children in target schools in the Community Development Block Grant areas. The District provides data on communicable disease among school children to the Health Department.

School District Security and Safety Offices - Office of Emergency Services

The School District maintains liaison with the City's Office of Emergency Services through its Chief Security Officer and its Environmental Health and Safety Coordinator. Schools are used as disaster control centers.

School District Art Department - Seattle Arts Commission

There has been joint funding of school art programs for several years. For example, a program funded by the Arts Commission during the 1975-1976 school year provided art specialists for curriculum development.

School District Facilities Utilization Study

The City is represented on the steering committee.

High School Memorial Stadium Parking - Space Needle Parking

A study of single management of the City's Space Needle parking and the School District's High School Memorial Stadium parking is underway.

Public Service Employment

The School District subcontracts with the City for employees who are funded through the Federal Comprehensive Employment Training Act Program.[8]

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[8] Memorandum from Olaf Kvamme, April 16, 1976.

RECOMMENDATIONS - POWERS AND RESPONSIBILITIES

These recommendations are specifically related to the legal powers of the School District and City and the limitations on their exercise of power. Implementation of these recommendations involves amending the state constitution or city charter, passing state and local legislation and interpreting present provisions of the law more broadly. The following recommendations suggest actions which would expand the City and School District's authority and increase the chances of working out cooperative relationships.

(1) Amend Article VIII, Section 7, of the state constitution to eliminate the restriction on state agencies when lending credit or giving aid.

This restriction on the City and School District's power limits their ability to provide programs to maintain the vitality of the City and its schools. It limits the City's capability to offer services that the schools have traditionally provided but can no longer afford. It has been suggested some services are more appropriately the responsibility of the City than the schools, and might be provided by the City. For example, the City's Department of Human Resources which now provides counseling for disadvantaged youth might extend its services to other children. However, it is unlikely the City has the authority to provide these kinds of social services to all school children under the present constitutional provisions.

The future vitality of the City and quality of its schools are related to an adequate supply of well maintained housing. This same constitutional limitation makes it difficult for a city to make loans for housing improvements in deteriorating neighborhoods and stands in the way of the City initiating programs to rehabilitate the City's housing stock.

This amendment would also have the effect of reducing the power of the State Auditor's office over local budgets. Through a narrow definition of what is and is not legally acceptable fiscal management, the State Auditor influences local policies and programs. Scrutiny by the State Auditor's office of local budgets and expenditures has made accounting and budget offices and the City Treasurer extremely wary of the financial mechanisms for new programs. For example, the City Treasurer recently questioned the legality of the arrangement worked out between the City and Seattle Housing Authority for funding the Neighborhood Housing Rehabilitation Program through Community Development Block Grant funds. In some cases accounting procedures have become so cumbersome as to negate any benefits realized. Other strategies should be investigated which would allow the City and School District more flexibility in their fiscal response to local needs without running the risk of being reprimanded by the State Auditor's office.

(2) Amend Article XI, Section 10, of the state constitution expanding the City's home rule powers.

There are presently proposals under consideration by the State House of Representatives Subcommittee on Home Rule Powers to expand home rule. One recommendation is for a constitutional amendment that would allow a city to take any action not prohibited by state law or the constitution. Passage of this amendment, a revision of Article XI, Section 10, would grant Seattle the authority to provide new kinds of services without first requesting enabling legislation from the state. The City would then have the authority to provide any service except those pre-empted, or prohibited by the state.[9]

(3) Amend Article IV, Section 9, of the Seattle City Charter by deleting the restrictions on the City Council's authority to make appropriations.

As has been pointed out, the charter is particularly restrictive. It limits the City Council to making only those appropriations expressly authorized by the charter or the laws of the state. This restriction coupled with a narrow interpretation of home rule, granted in Article XI, Section 10 of the constitution severely limits the City's capability to initiate new programs without authority from the state legislature.

Research shows that local government frequently must turn to the legislature for authority to initiate new programs or meet emergency situations. After the December 1976 floods in King County, the 1976 legislature had to amend the Emergency Services Act to enable local emergency service units to provide aid to flood victims. Similarly, Seattle requested enabling legislation from the 1976 legislature to obtain authority to recycle solid waste into useful products. This legislation was necessary before Seattle could proceed with plans to convert solid waste into methane gas. It is difficult, given the cumbersome political process of the state legislature, for it to respond to state needs, let alone local needs. A case can be made that a city, a general purpose government with the responsibility to provide for the health, safety and welfare, should have the authority to act without first going to the legislature or amending its charter as presently required.

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[9] The Seattle Charter provision limiting the council's power to approve appropriations that are specified in state law or the charter would also have to be amended before the City could fully exercise the power granted by this proposed constitutional amendment.

(4) Provide for the possibility of a broader interpretation of the City's police power.

The police power enables the City to take action on any subject related to the health, safety, or welfare of its residents. A broad interpretation of this power would allow the City to enact any related ordinance consistent with the general laws of the state.

However, there has been a reluctance on the part of Corporation Counsels or City Attorneys to recommend actions that would test the extent of cities' police powers in the courts. The fact that the Corporation Counsel is an elected official may tend to produce conservative or non-controversial recommendations to avoid adverse publicity or legal challenges. On the other hand, an elected Corporation Counsel may tend to be more independent and less influenced by the executive or legislative departments. The change proposed in the City charter put before the voters in 1975 would have compensated for the shortcomings of an elective Corporation Counsel by allowing the Mayor and Council to appoint special counsel to advise and represent them if the Corporation Counsel declined to do so.

It has been suggested that the City's power is greater than it is willing to exercise. Other strategies could be devised to pressure the judiciary and the legal advisors to local government to broaden their interpretation of existing powers so that local officials have more flexibility to initiate new programs to provide needed services.

RECOMMENDATIONS - PLANNING PROCESSES

These recommendations apply to the planning processes of the School District and the City and include suggested linkages between the processes of the two agencies. The recommendations have resulted from research completed in Chapter II in which School District and City policy, fiscal, capital improvement/facilities, and several program planning processes were identified and evaluated. Implementation of some of these recommendations would require joint efforts by the School District and City while others pertain to only one of the two agencies. The following recommendations suggest actions that would improve the existing planning processes or increase the opportunity for School District - City cooperation.

Policy Planning Recommendations

Joint City/School District

(1) Establish a link whereby the School Board provides input to the City Council when issues for City policy development are selected. Establish a similar procedure so the City Council provides input to the School Board when District objectives for the year are adopted.

As described in the section on Policy Planning Process, each year the City Council identifies areas of City policy that should be reexamined or developed. It seems appropriate that the School Board should make suggestions for studies on matters of joint concern. An investigation of the City's use of excess school space is an example of a planning study that would affect both agencies.

A similar procedure could be established to allow the City Council opportunity to provide suggestions to the School Board when they establish objectives for the year.

City

(1) Encourage the City Office of Policy Planning to place a higher priority on completing the Policy Reference System and to publish information from the system as a general planning document.

The Policy Reference System, a mechanism proposed for cataloging and accessing policies of the City of Seattle, is not complete enough to be usable at this time. Until then, it is difficult for the public or School District to determine what comprises the City's plans and policies. The present investigation has shown that some School District officials are convinced coordinated planning would be enhanced if there were one City plan and published information about the plan were available. The School District Facilities Planner indicated that facilities planning was simpler when the City's Comprehensive Plan was based on well defined neighborhoods which were easily identified from the Comprehensive Plan Map. School planners could relate their school attendance areas to City neighborhoods.

It is not feasible to incorporate the City's comprehensive plan in a single document or map. However, the need for easily accessible information about the City's policies and plans is apparent. As was suggested in the discussion on the Policy Reference System, parts of the materials in the system could be published as a planning document. This publication might include the policy summaries which summarize current City policy and the policy abstracts which explain the intent of ordinances and resolutions that establish or change policy and planning maps.

(2) Request City staff advice on District citizen participation and policy planning.

Personnel from City departments who are skilled in citizen participation might assist the schools in designing a School District Citizen Participation Process. Staff from the Office of Policy Planning might assist the District in designing a policy planning process.

(3) Encourage City staff to work on citizen advisory committees to the schools.

City staff in previous election campaigns have volunteered many hours to help pass special levies. Continued participation in levy campaigns and in advisory groups to the schools such as "Say on Schools" is recommended.

School District

(1) Initiate a process to develop short and long range plans for policies, programs, facilities and staff needs.

A planning process for the Seattle School District is as important as the District's plans. Presently, the levy and budget process are the District's basic planning vehicles. This process has the disadvantage of limiting planning to one year periods and is not general. Long range planning is difficult with the uncertainty of fiscal resources from year to year as a result of the annual levy and budget system. One of the study findings is that the District lacks clearly defined policies on which to base the program and facility planning that is done. For example, during the Facilities Utilization Study, staff found it necessary to request that the School Board make basic decisions on the future direction of the District before initiating facilities planning.

The School Board needs to develop guidelines for policy direction. This will provide a basis for program, desegregation, and facility plans.

The period covered by these plans would vary. Some would be short term while others should span at least five years.

It is beyond the scope of this report to recommend the kind of comprehensive planning process that should be developed. But any process should incorporate several important considerations. The first is an identification of issues that require study. A second should be an analysis of the existing situation and a projection of trends for the future. An adequate and up-to-date data base is required for this purpose. The determination of goals and objectives related to needs and wants is another important step. A process that integrates all District planning is important and participation by School District staff and the general public in all steps is necessary.

The resources available both in terms of staff and dollars should be carefully weighed in developing a planning process. It is not the intent of the study staff to recommend a costly process resulting in one comprehensive planning document. Rather the concern is that a process be initiated that will enable the District to identify issues for study, concentrating on those areas where there is the greatest need for planning. It is suggested that the processes used by the City of Seattle for comprehensive planning and by King County for community planning and the Shoreline School District for long range planning be investigated as models that might be applicable.

(2) Develop a process to systematically review, evaluate, and augment School District policies and to update policy documents. Insure that these policy documents are accessible to the public.

School District policy is developed as needed usually in response to a crisis. Little internal analysis is done to determine the effect of proposed policies on the District or other institutions or agencies. The policy manual has not been updated since 1972; action taken on policy matters since that time has been through board resolution or motion. It is suggested that staff be assigned the task of sifting through the minutes of School Board meetings for resolutions and motions containing policy. These should be codified in the existing policy manual. The Board should then determine what policies need to be substituted, amended, or rescinded. At that time, legal counsel could advise on the possible implications or interpretation of policies in question.

Reviewing policy would seem to be a function of the Superintendent's office and the Board itself. The attempt now underway to have a legal assistant update the policy manual would appear to be more appropriately assigned to someone with less specialized skills. The School Board should decide what is and is not District policy, not legal counsel.

(3) Involve School District staff in monitoring neighborhood planning processes. Encourage participation of School District staff and resource persons on those committees considering issues that may affect the school.

The City's neighborhood planning processes may result in recommendations or proposals that affect the schools. School programs, composition of the population in a school attendance area, traffic patterns around a school, or use of recreational facilities in an area are issues of direct concern. In some neighborhoods education is an important component of the plan. For example, the establishment of a community school or alternative program may be included. The neighborhood planning process provides the opportunity for residents to air their grievances and to constructively develop plans for services and facilities. It is in the best interest of School District staff to be informed of citizen complaints, to be available as resource persons when educational matters are discussed, and to provide input on plans that may impact the schools. It is suggested that the District, through contacts with the Department of Community Development, remain informed of the status of each neighborhood planning process and become involved in planning for school related matters. This information should be shared with the staff in each school in the planning area.

(4) Encourage school staff to participate in neighborhood planning projects where they teach or in their residential neighborhoods.

The Department of Community Development is working closely with residents in selected neighborhoods on plans for neighborhood improvements, housing rehabilitation or improved services. Participation by school staff in projects such as Neighborhood Improvement Programs, Neighborhood Housing Rehabilitation Programs or Community Development Block Grant Programs could enhance school-community relations in a given neighborhood.

Fiscal Planning Recommendations

School District

(1) Investigate alternative budgeting systems (P.P.B.S., Zero Based, etc.) that would provide the District with an increased capability to link goals and objectives with expenditures.

The District budgeting system should provide a clear picture of the allocation of funds. Priorities for fund allocations should be based upon clearly defined goals and objectives. These goals and objectives should be developed jointly by School District personnel and City residents. The District budgeting system should depict consistent program categories. Program codes assigned by the Budget Office should clearly reflect programmatic activity. This would allow District program evaluation and citizen comment to more effectively inform and direct future District program decisions.

(2) Encourage the School District to communicate with the City of Seattle concerning budget issues, new programs or other school related matters at appropriate times throughout the City budget process.

School District input should be provided at the appropriate time during the budget process. If the District is to influence budget decisions, it is essential that information reach the City early in the process and that there be additional communication as the budget is developed. Specifically, recommendations for budget issues that the City might consider could be sent to the Office of Management and Budget (OMB) in early January. Requests for services of new programs could be made to a department about the same time. Communication with departments as the budget is developed would alert the District to programs that might duplicate school services, require use of school facilities or have a dollar impact. Contact could be established with City Council members who chair committees that might be considering a School District request for a service. Formal positions could be presented at budget hearings. Direct communication with individual Council members might occur anytime during the year and in particular during October and November.

(3) Encourage the School District to prepare a description of the budget development process to include in appropriate publications.

The City and the citizens need information describing the School District budget process if they are to participate in the process. A shortened version of the section on the School District budget process could be included in A Citizen's Summary of the Seattle Public Schools Program Budgets, "Say on Schools" material and similar publications.

Capital Improvement Program/Facilities Planning Recommendations

Joint City/School District

(1) Encourage the state to require school districts to complete a feasibility analysis of utilizing excess space in nearby school districts as an alternative to new construction prior to state approval of allocating funding for new facilities.

State funds are being used to build new schools in one district while in nearby districts, school buildings are being closed or under-utilized. As long as the state is willing to finance new construction without requiring districts to consider alternative ways to meet space needs, this overbuilding will probably continue.

State rules and regulations on financing new school construction should encourage interdistrict use of facilities, relocation of portables and other ways to efficiently use space throughout the metropolitan area. Since the Superintendent of Public Instruction controls new construction funds, there should be some leverage through the Superintendent's office to bring about interdistrict cooperation. Requiring a feasibility analysis of excess space utilization in nearby school districts prior to state approval of funding for new construction would be a way to encourage interdistrict use of facilities and to assure that new facilities are actually needed.

(2) Formalize a link between the School District facilities planner and the Department of Community Development, Office of Policy Planning, or other appropriate departments to insure that there is joint planning for public facilities that affect the District.

Communications between the School District and the City on capital improvement planning is limited and usually occurs after the City has made a decision to undertake a project. Cooperation exists primarily when a nearby school is affected by a proposed City facility.

The Study staff recommends that the School District Facilities Planner meet at frequent intervals with City staff to review proposed capital projects of either jurisdiction and discuss joint concerns. In certain cases it might be appropriate for the facilities planner to communicate with individual departments that plan capital improvements. For instance, the Park Department is presently working on guidelines for reallocating Forward Thrust funds that haven't been expended. The District could be impacted by some of the projects that might result from the revised plans.

(3) Encourage the School District to communicate with the City of Seattle concerning capital facilities at appropriate times throughout the CIP process.

The District could work through the formal CIP process to influence City capital investment decisions. It could provide input to OPP when CIP issues are being identified each year, participate in public meetings held by departments about individual projects, or testify at public hearings.

City

(1) Encourage the City through the CIP process to require a feasibility analysis of utilizing excess school space as an alternative to new construction.

The City may propose new construction of public buildings in neighborhoods that have under-utilized school space. Justification for new construction might be required through the CIP process if potential uses could compatibly occupy under-utilized school space. Examples are shared space for community service centers, administrative offices, child care centers, health clinics, and police precincts.

School District

(1) The School District should develop a Facilities Plan Review Process which assures participation by City and community representatives in an ongoing effort to evaluate and revise facilities plans.

The Facilities Utilization Study final report will provide the needed long term planning, lacking during the past crisis laden years. At this time, however, it is not certain whether there will be any work forthcoming on the design of a process for the periodic review and revision of the new facilities plan. The lack of such a process was, in part, responsibile for the reactive facilities planning approach of the past six years. With a mechanism for revision established it might have been possible to update and revise the 1970 Facilities Plan. Had the revision taken place when it became clear that the plan was of limited use (somewhere in 1972-73) the problems associated with school closure might have been avoided.

The design of the Facilities Plan Review Process could be accomplished by School District planners following School Board consideration of the Facilities Utilization Study report. The review process design should include participation from the City's Council staff, Office of Policy Planning, and Department of Community Development as well as community representatives. The city should be intensively involved in review of the Facilities Utilization recommendations

Program Planning Recommendations

School District

(1) Encourage physical education, art, and music teachers to assist Community Park and Recreation Councils in planning neighborhood recreation programs.

Citizen Advisory Councils assist in planning park and recreation programs at twenty-two community centers in the City. Participation by teachers in these councils might result in better coordination of and less duplication in recreation programming.

(2) Encourage School District staff to inform appropriate agencies of child care needs and make information available to parents on child care services. The District should also consider leasing excess school space to child care agencies.

School principals and teachers are an invaluable source of information about the neighborhoods where their schools are located. By providing information on child care needs to agencies and information about child care services to parents, school staff would be providing an important service to both groups. Encouraging child care agencies to locate in excess school space would not only provide the agency with space to lease, but would be a compatible use in buildings with existing school programs.

(3) Investigate the possibility of advanced science students undertaking research projects on animal behavior and physiology at the zoo.

One of the objectives of the zoo is to provide research opportunities for students of animal behavior. Many of these projects are conducted by volunteers or students of animal behavior and physiology. The zoo program would appear to offer research opportunities for science students, particularly those in alternative programs.

Citizen Participation Recommendations

Any discussion of School District/City linkages is incomplete without a consideration of citizen participation. Linkages that are established to facilitate cooperation on or intervention in policy and program planning should include provisions for citizen involvement. Two levels of citizen participation are described in this section. The first level includes formal citizens' advisory groups while the second level discusses participation by the general public.

Joint City/School District

(1) Clarify the Joint Advisory Commission's (JACE's) role as a linkage between the School District and the City. Consider strengthening the organization and utilizing it frequently for advice on joint policy matters.

JACE can serve as an important link between the City and the School District. Additionally, it offers both the City and the School District the opportunity to obtain advice from a cross section of the City as its membership is composed of a variety of occupations, cultures, races, special interests and philosophies. The research has indicated that there is some confusion about JACE's role as a bridge between the School District and the City. The two agencies and JACE should clarify the organization's purpose.

The NIE study staff believes that the School District and the City could benefit if they utilized JACE in an advisory capacity more frequently. For instance, they might ask JACE to investigate any number of subjects that are of joint concern to the District and the City.

JACE might be more effective if the group utilized City and School District staff for information gathering, policy analysis and report writing. As is the case with any volunteer organization, JACE is limited in its productivity by the amount of time its members can devote to the organization. Although members individually have the ability to analyze issues under consideration, as a group few in-depth analyses of issues have been undertaken. With additional staff support, JACE would be able to back up their positions with data and analyses.

When JACE makes a recommendation, the School District and City should give serious consideration to the organization's proposal. JACE should be informed at periodic intervals as to what action has been taken.

Effective citizen participation models such as the King County Policy Development Commission or the City Energy 1990 Task Force should be studied for additional suggestions to strengthen JACE.

(2) Consider utilizing students on School District and City citizens' advisory committees.

The City or School District would benefit from comments from students who might approach issues from a different perspective than adults.

School District

(1) Encourage the School District to develop a citizen participation process that would more effectively utilize citizens to advise on policy, programs and the budget and provide greater opportunity for citizen input.

The School District has established citizen task forces or committees to advise on matters such as desegregation, sex bias, the levy process and facilities. It works closely with citizens groups such as the PTSA and "Say on Schools" whose objectives are to provide input to the District. District staff also serve as resource persons to citizens advisory groups. For example, the Director of Community and Governmental Relations attends the Joint Advisory Commission on Education meetings and provides the group with information and some staff assistance.

Citizens are also given the opportunity to speak at School Board meetings. A time is set aside at each meeting for comments. It is the conclusion of the NIE study staff that the School District should develop a citizen participation process that would take advantage of the expertise that citizens can offer plus assure citizen participation.

Citizens have not always had the chance to participate early in the decision making processes. As a consequence, the public is often reacting to proposals rather than influcencing policy development. When placed in a position where they can only react to a government proposal people tend to become hostile and confrontation results. It is the position of the NIE staff that a well designed citizen participation process would minimize hostility between the District and the public and help restore public confidence.

An effective citizen participation process should provide for involvement of individuals and a variety of groups. The relationship between the School District and community councils is particularly significant as these groups have felt forced into a reactive role by District action. In certain neighborhoods, councils have developed community plans which the School District should take into consideration when planning for schools in these areas.

An effort should be made to involve a broader spectrum of the City's citizens. Too often in the past the same citizens have served over and over again on District advisory groups. An attempt should be made to identify and recruit additional citizen participation outside of the present cadre of "regulars" who dominate citizen participation efforts. Broadening participation will require recruitment by the administration. Techniques might include maintaining a list of citizens interested in serving on advisory groups, contacts with groups when vacancies occur and enlisting the support of organizations such as community councils, the Municipal League, and the PTSA to solicit participation from their membership.

(2) Consider utilizing Task Forces composed of citizens, City staff and School District staff to suggest alternate uses for closed schools in each community.

Assuming that a number of elementary school buildings will be closed in the next few years, the use of these buildings is a concern of the School District, the City and the affected neighborhoods. It seems appropriate that residents of affected neighborhoods be involved in decisions about altering the uses or sharing space among an expanded set of tenants. Shared school space is discussed in a number of the recommendations.

RECOMMENDATIONS - INSTITUTIONAL LINKAGES

General

Joint City/School District

(1) The City and the School District should jointly develop and subscribe to a Memorandum of Understanding and Agreement that would state their commitment to cooperation and define the processes of interaction.

The proposed memorandum can provide the framework for specific interactions such as enumerated in the recommendations that follow. It can also establish an awareness that each agency has a separate charge to serve the same community and that there are opportunities for communication and cooperation for the benefit of that community. The memorandum should address the following questions:

a. What issues and purposes should be addressed?
b. Who is responsible?
c. What are the formal procedures?
d. What results or decisions are expected?
e. How should procedures be amended or updated?

(2) Ensure that the City and the School District have the staff capability to analyze the policy implications of each other's decisions and those of other agencies.

A governing body needs information concerning the policy implications of its proposed actions before decisions are made. It also requires similar analyses to assess the impact of other agencies' plans and programs. It is clear that proposed School District actions are analyzed by City staff. The Office of Policy Planning (OPP) staff has prepared position papers analyzing the impact of the School District on the City and other policy decisions. In one case, a City Task Force composed of staff from the Department of Community Development and OPP prepared an analysis of the impacts of temporary closures along with suggested community development criteria that the School District might utilize in making its closure decisions.

The study has revealed that the School District usually does not analyze City plans and decisions. An exception to this policy is the review of environmental impact statements (EIS) of other agencies by the facilities planner for the School District. The facilities planner has this responsibility along with internally planning for school facilities. He has neither the time nor the staff to prepare in depth policy analyses on the EIS's or other plans that cross his desk. The District's research staff has the capability for analysis of City plans but has other priorities.

It is recommended that the School District either assign present staff the responsibility for policy analysis of the City's plans, programs and budget or hire staff for this purpose. This recommendation obviously has financial implications for the District. One way to minimize cost might be assignment of student interns from local universities to the School Board or to an administrative department. Federal funds for this purpose might be explored as another means of defraying the expense.

Policy analysts might be placed either in the Research Office or in the proposed Office of Management Planning.

School District

(1) The School District should more aggressively monitor and influence City planning, programming and decision making that may affect the District's operations, programs, or enrollment.

The kind of issues that are appropriate for School District intervention are those that affect enrollment, racial transition and racial segregation, composition of school age population, the City's tax base, educational programs or quality of life in the City.

Mayor - Superintendent

(1) Establish a formal link between the Superintendent of Schools and the Mayor of the City of Seattle.

During the administration of Forbes Bottomly, a former Superintendent of Schools, the Mayor and the Superintendent had a close working relationship. They were in frequent contact to discuss problems such as the racial turmoil that the District and City faced in Central Area schools and neighborhoods. It is recommended that the present Mayor and Superintendent establish a similar relationship through informal contacts and scheduled conferences at regular intervals.

City Council - School Board

(1) Encourage the School Board and City Council to develop joint positions on proposed state legislation or policies of public agencies. Encourage cooperation on other matters of mutual concern.

The City Council Intergovernmental Relations Committee and School Board Legislation and Legal Committee now meet prior to the legislative session each year to develop mutual approaches to proposals that will be coming before the legislature. It is suggested that the School District and City develop joint positions on policies under consideration by other public agencies when it is in their mutual interest. The City Council through its representation on intergovernmental bodies such as the Metro Council or the Puget Sound Council of Governments participates in policy decisions made by these agencies. There may be occasions when the City Council representative could act in the interest of the School Board, not otherwise represented on these councils. For instance, the City might encourage Metro to extend its bus service in a manner that would facilitate transportation of volunteer racial transfers to schools of their choice.

The City Council and the School District also confer on other matters of joint concern. The recent decisions of the City Council to appropriate monies for traffic signs and crosswalks around schools was a result of these joint deliberations. Similar cooperation on other policy matters of joint concern is recommended.

(2) Encourage the School Board and City Council to consider the social, economic and environmental impact, both short and long range, of their decisions on the other agency's area of responsibility. This should take place prior to the implementation of the decisions.

Throughout this report, it has been emphasized that the actions of one agency greatly impact the program and budget planning of the other. It is important that each consider the short and long range impact of their actions on the present operations and future of the other.

Official Liaison

School District

(1) Enhance the effectiveness of the School District's liaison to the City by providing the Director of Community and Governmental Relations with access to policy analysis.

The formal City/School District liaison provides a mechanism for the two agencies to bring matters of mutual concern to each other's attention and to initiate action for joint programming, problem solving or consideration of issues. The present Director of Community and Governmental Relations recognizes the value of having access to analytical information. From his perspective, it is a matter of the School District placing higher priority upon his requests for analyses. Addition of policy analysts to the Research or proposed Management Planning Office as previously recommended, should provide the staff to do such analysis.

RECOMMENDATIONS - DEPARTMENTAL LINKAGES

School District Business-Plant - City Building Department

(1) Encourage the School District Business and Plant Office to explore the possibility of building code revisions with the City Building Department.

There is frequent contact between the City Building Department and the School District Maintenance and Operations Section to insure that school buildings meet the City's building code. It was suggested by the Superintendent of Buildings for the City of Seattle, that revision of housing, building, electrical and other codes administered by the Building Department would be an appropriate subject for joint consideration. He also suggested a willingness to share the department staff's expertise in managing vacant property, recognizing that the School District may have vacant space to manage due to declining enrollments.[10]

(2) Encourage the City Superintendent of Buildings to review City space needs in terms of potential for use of excess school space.

The location of City offices and services within operating school buildings or closed schools is an important concept. In operating schools, partial use of a building by the City or other agencies could help defray operating costs and keep a school open. City services would be directly accessible to residents. A review by the Superintendent of Buildings for potential City use of excess space could be a first step toward implementing this concept.

School District - City Parks and Recreation Department

(1) Consider the feasibility of abolishing the Joint School/Parks Committee and transferring matters under its control to operational departments.

At the present time this committee meets monthly to discuss problems that arise from joint operation of school and park facilities. School District staff assigned to this committee are the General Manager of Facilities, Supervisor of Operations, Specialist Physical Education and Coordinator of Athletics. Representing the Parks and Recreation Department are the Director, Community Recreation; Director, Citywide Programs; Senior Specialist Scheduling for Citywide Programs; Director of Facility Maintenance and two Administrative Assistants. Created in 1948, the committee actively promoted the construction of playgrounds and recreation facilities that could be utilized jointly. In recent years, the committee's emphasis has changed from construction of facilities to consideration of schedules, space availability and exchange of program information. From a review of the minutes of these meetings and related correspondence between the School District and City, it appears that the matters this committee handles might be more efficiently handled through subordinate staff contacts between City and School District operational departments.

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[10] Memorandum from Alfred Petty, Superintendent of Buildings, City of Seattle, April 19, 1976.

(2) Complete negotiations on the Joint Use Agreement and accompanying fee schedule, resorting to outside mediation if necessary.

The Seattle Public Schools and the City of Seattle Parks and Recreation Department have a long history of joint use of facilities. The Parks Department has provided playgrounds in many parts of the City for District use and the District has provided space for Parks and Recreation programs. Several joint school-park facilities were constructed in the last thirty years with funding from both agencies. The cost of maintaining and operating these facilities including the City owned portion of the buildings has been borne by the School District. In the use of each other's facilities, the City and School District have traditionally exchanged services without any exchange of monetary compensation.

In 1970, the Parks Department indicated to the District that it would be interested in applying a program budget approach in allocating maintenance and operation expenses of joint programs to each agency. In the next two years, the two staffs worked on development of a joint recommendation for administration of interagency building and grounds use with an accompanying fee schedule and permit system for facilities users. The agreement was accepted by the School District but never signed by the City which would have to make an annual payment to the District based on the fee schedule.[11]

Since 1973, relations between the agencies on parks and recreation matters have been dominated by continued negotiations and controversy over this Joint Use of Facilities Agreement and the payment of fees for use of facilities. In November of that year a City committee composed of an Assistant Superintendent of Recreation, a representative from the Office of Management and Budget, and additional Parks Department staff was established with the objective of reaching agreement with the School District Business and Plant staff.[12] Since that time, additional groups have intervened to facilitate agreement. A special Executive Committee was appointed by the Mayor to further discuss the matter with the schools in 1975.[13] In early 1976, the Joint Advisory Commission on Education, (JACE), directed two of its members to meet with parks and school personnel in an attempt to resolve the problem.[14]

The City had indicated in the fall of 1975 that the proposed Joint Use of Facilities Agreement should not be considered in isolation of the full range of services that the City and School District provide one another. The two agencies agreed that assessment of the cost of these services would be deferred until the Schools and Neighborhoods Research study was finished. The research on legal and traditional roles, functions and powers of both the School District and the City of Seattle and an identification of the services which are now provided by each agency to the other would provide the information needed by the City to do a cost analysis of the services.[15]

As of September 1976, negotiations between the City and School District over the Joint Use Agreement and fee schedule continue; however it appears that a final settlement is imminent. In 1976, the City assumed maintenance and utility costs for the City owned portion of joint facilities. The Proposed 1977 Annual Budget includes monies for use fees that will be paid by the City to the District. The difference between fees budgeted for City's rent of school facilities and District rental of City facilities is $33,000.[16] The information requested by the City on functions and responsibilities of each agency has been compiled and comprises Chapter I of this report. It is recommended that the two bodies resolve this issue resorting to outside mediation if necessary.

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[11] Memorandum from Robert Nelson and Walt Larsen on "School-Park Joint Use of Facilities," August 5, 1975.

[12] Letter from David L. Towne, Superintendent, Seattle Department of Parks and Recreation, November 9, 1973.

[13] Letter from Wes Uhlman, Mayor of City of Seattle, August 22, 1965.

[14] Today (Seattle), January 19, 1976.

[15] Letter from Walter Hundley, Budget Director. City of Seattle, Seattle, Wa., October 9, 1976.

School District - Police Department

(1) Consider the feasibility of extending the Officer Friendly concept to the junior and senior high schools.

The Officer Friendly Program is designed to strengthen primary students safety habits and to help them understand the role of police officers. Junior and senior high school students might benefit from a similar kind of program geared to their level. Law enforcement careers, drug addiction and alcoholism, consumer and personal protection measures are examples of subjects for which programs could be developed.

(2) Consider the feasibility of utilizing trainees in the Juvenile Division of the Police Department in working with junior and senior high school counselors.

The Juvenile Division of the Police Department could assign its trainees to work in junior and senior high school counseling programs. This would have the dual purpose of providing trainees with experience working with troubled youth and added support staff in counseling for the schools.

(3) Encourage individual school staffs to initiate cooperative programs with personnel in police precinct stations and fire stations.

Schools located near a precinct station or fire house could establish a special relationship with staff of the facility. Program possibilities are classroom visits by firemen or policemen, tours of the stations, or informal contacts in the schools or on the playgrounds.

School District - Seattle-King County Health Department

(1) Locate public health clinics in excess space in school buildings.

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[16] City of Seattle Proposed Annual Budget 1977, Submitted by: Mayor Wes Uhlman, October 1, 1976.

By locating public health clinics in schools, health services can be directly accessible to students and other neighborhood residents. The use of closed schools for this purpose should be considered as well.

School District Library Service - City Library

(1) Investigate the feasibility of sharing personnel, materials, services, and/or space between the City and School District library systems.

At the present time, there is little coordination between the two agencies in providing library services. Possibilities that would enhance each agency's ability to increase the circulation and number of up to date materials available to library users should be considered. For instance, the Compass Management Study recommended that the School District Boook Repair Section be eliminated unless cost-effectiveness can be demonstrated.[17] Further study might indicate that transferring this service to the City's bindery on a cost reimbursible basis would be more efficient. This and other initiatives to eliminate duplication and expand services should be explored.

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[17] Compass, loc. cit., VI-22.

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